# 2003-05 Budget Development

BRIEFING PAPER
Prepared for the
**July 2002 TRANSPORTATION COMMISSION MEETING**

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## PURPOSE:

The purpose of this presentation is for the Transportation Commission to review and comment upon the current state of the 2003-05 Current Law and Referendum 51 Budgets that are being prepared to present to the Commission for approval prior to sending to the Governor.

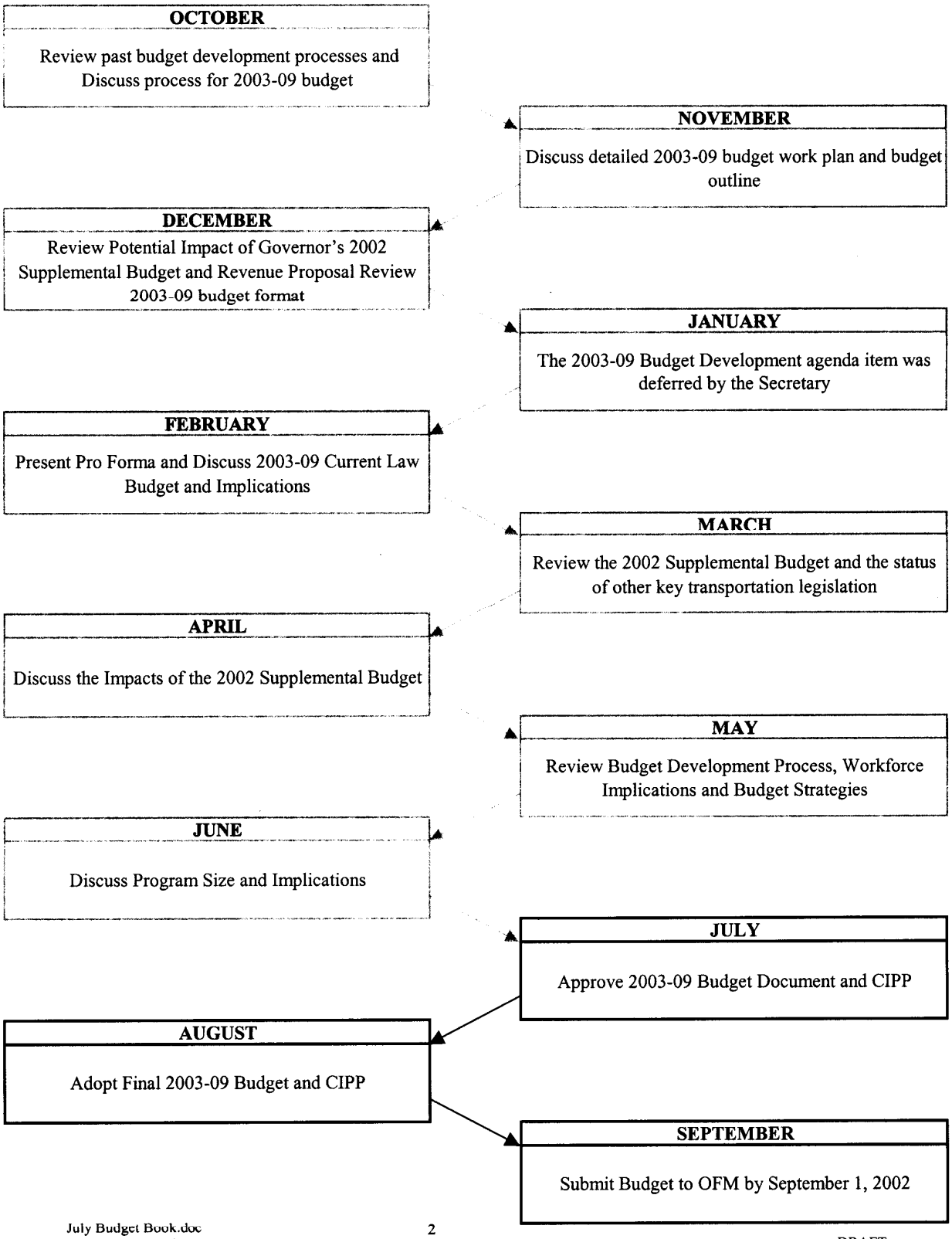
## ACTION/OUTCOME:

The Commission will review the proposed 2003-05 Current Law and Referendum 51 Budgets, approve refinements resulting from guidance at the June Commission meeting, and provide any changes and/or policy instruction necessary for the department to prepare the final budgets for adoption at the August Commission meeting.

## BACKGROUND:

In June, the Commission reviewed and refined the current law operating and capital budget proposals and selected subprogram amounts for the Highway Construction Program. The Commission also reviewed highlights of the Referendum 51 Budget that includes very specific project and transportation service appropriation authority.

## Washington State Transportation Commission - 2003-05 BUDGET TIMELINE



# Washington State Department of Transportation

## 2003-05 Current Law Budget and Associated Ten-Year Financial Plan

## 2003-09 Referendum 51 Plan

**DRAFT**

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# Executive Summary

# Executive Summary

## Introduction

Today, the Washington State Department of Transportation (WSDOT) is striving to become a nationwide leader in accountability, performance measurement, and innovative program delivery. Its leadership team, working with the Washington Transportation Commission, elected officials at every level of government, and citizens of the state, is focusing the organization on key program missions for the future while continuing to ensure that the current transportation system is preserved and maintained.

The department is implementing a variety of activities that better communicate project and traffic information to the public. Examples of communicating to the public are the "Gray Notebook" on performance measurements and "Real Time Travel" traffic information. Indeed, these activities have been identified by the Governor as key initiatives for state government.

The department is also breaking new ground in delivering its largest capital program ever in the 2001-2003 Biennium. Highway construction expenditures at the midpoint in the 2001-2003 Biennium exceed the spending plan, which shows that project delivery is ahead of schedule. Typically at midpoint in a biennium, the department has used about 46 percent of its resources to complete highway construction projects. This biennium, almost 60 percent of the 2001-2003 funding has been expended. Latest reports indicate that construction bid prices from contractors are being received very close to the department's final estimates. The ability to accurately estimate construction bids enhances the department's ability to deliver projects.

The Transportation Commission recognizes that transportation programs have been subject to rapidly changing and occasionally contradictory fiscal environments. The difficulty starts at and stems from the increased revenue provided by passage of Referendum 49 in 1998 and subsequent funding reductions from elimination of the motor vehicle excise tax. Another complexity of the fiscal environment is the continuing expectation, subject to key uncertainties, that assumes enhancement recommendations made by the Blue Ribbon Commission on Transportation in 2000, will soon be implemented.

The 2001-03 Transportation Budget (3ESSB 5327) included administrative reductions as well as no funding for inflation except for the Maintenance and Ferries Programs. This was followed by the 2002 Supplemental Transportation Budget that included an authorization tied to toll-financed bonding of over $800 million for the Tacoma Narrows Bridge.

Also passed in the 2002 Legislation Session was a revenue bill (ESHB 2969) with a referendum clause specifically referencing individual construction projects. ESHB 2969 presents to the voters, as Referendum 51, the proposal to raise fees and taxes to fund state and local transportation projects, generally following the direction proposed by the Blue Ribbon Commission. The fee and tax increases are intended to

raise approximately $7.8 billion to improve highway capacity, public transportation, and passenger and freight rail.

Major elements of the ESHB2969 include:

- The establishment of the Legislative Transportation Accountability Committee for project review and oversight.
- A 15% increase in weight fees on trucks over 10,000 lbs. in 2003 and an additional 15% increase in 2004. The increase does not apply to pickup trucks and recreational vehicles.
- An increase in the state gas tax of 9 cents per gallon. The increase is staged by applying a 5 cent per gallon increase in 2003 and an additional 4 cent per gallon increase in 2004.
- A sales tax surcharge of 1% applied to the sale of new and used vehicles beginning April 1, 2003.

Authority to spend funds generated by Referendum 51 is specifically identified in by the 2002 Legislature in ESHB 6347. This bill provides individual appropriations for specific projects and appropriations and are linked to project phases. In addition to the appropriations, future costs are shown for a ten-year planning period. With the approval of the Governor's budget office, the department is allowed some flexibility to transfer funds from one project to another if there are excess funds in a project. These proposals, while an important beginning, are generally recognized not to include everything that needs to be accomplished to achieve the state's transportation goals.

Results of Referendum 51 will not to be known before November. This creates the confusing but unavoidable circumstances that the Department is preparing for the 2003-05 biennium with uncertain prospects for the revenue levels that will be available to support critical transportation programs.

With passage of Referendum 51, the department would be undertaking potentially the largest infrastructure-building program in the nation. A project delivery endeavor of this scope and size would present large challenges to the department, to designers and contractors, to communities in which these projects will be built, and to users of the transportation system who will be inconvenient by construction. Many of the projects also depend on multiple funding sources not wholly made up by department resources if Referendum 51 should pass. Also, the referendum includes funding for specific operating expenditures for activities such as operating the passenger only ferries and enhancing the public transportation and local programs. However, the referendum does not provide additional funding for any other operating services or activities, so the department will be challenged to meet its other program objectives with increasingly constrained financial resources.

The 2003-05 Department of Transportation Budget is being presented in terms of separate Operating and Capital Programs. This clear delineation between fundamental expenditure types is one of the many efforts to communicate the projects and services

that are being provided with the funding received by the department.

The Transportation Commission's Department of Transportation 2003-05 Budget as transmitted to the Governor and the Legislature consists of two major components:

(1) The Current Law Budget - As required by state law, the Commission's current law proposal that can be funded within existing and/or reasonably assumed resources.

(2) The Referendum 51 Budget – A proposal, contingent on passage of Referendum 51, for additional investments in the transportation system that the department will be charged to deliver in responding to some of the most important transportation needs of the state with added revenue from the sources described in the referendum.

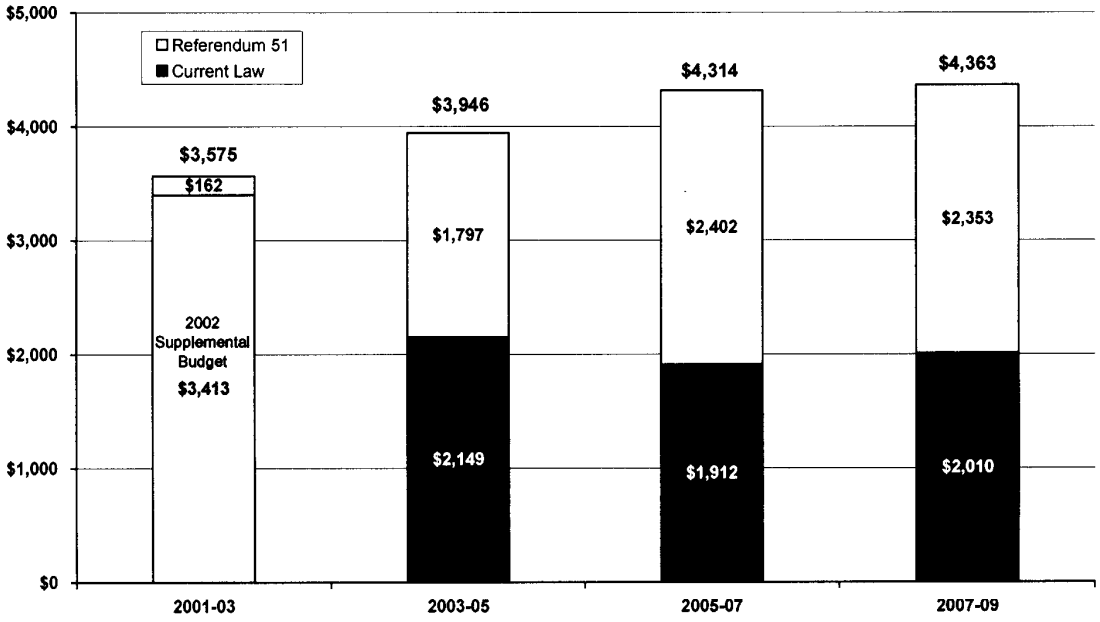
The proposed budget takes into account the fact that revenue resources, on a current basis and also with respect to program area, cannot be augmented with Referendum 51 revenues, if approved by the voters, and are inadequate to sustain current levels of operations and the maintenance and preservation of Washington State's existing systems. Available resources also continue to be eroded by inflation, yet the public continues to expect additional transportation operations and investments to meet the needs of the economy and a growing population.

The Commission recognizes that both the current law and Referendum 51 proposals may be subject to significant modifications in coming months. Pending resolution of these issues, the Commission believes the current law proposal provides the most effective allocation of available resources to maintain and preserve the existing transportation system. The Referendum 51 proposal provides an investment plan that will achieve important progress in addressing a significant backlog of transportation needs.

In developing the current law proposal, the Commission and department have carefully evaluated each of the department's programs, and determined that the priority, as in the past, must be given to maintaining, preserving, and operating the existing system. Available resources, however, do not even provide adequate funding to sustain the current levels of service for all transportation system maintenance and preservation. Safety improvements are included, but additional improvements are severely limited until such time as additional revenue is available. A reduction of approximately five percent in the administrative programs in the 2003-05 budget reflects the continuing efforts of the Commission and the department to identify and implement efficiencies for cost savings. This reduction is in addition to the $155.4 million for efficiency savings eliminated from the budget since the department began monitoring and recording efficiency savings in 1995-97. However, the majority of the reductions in the current law proposal to meet revenue constraints consist of service reductions and the deferral of transportation improvement projects.

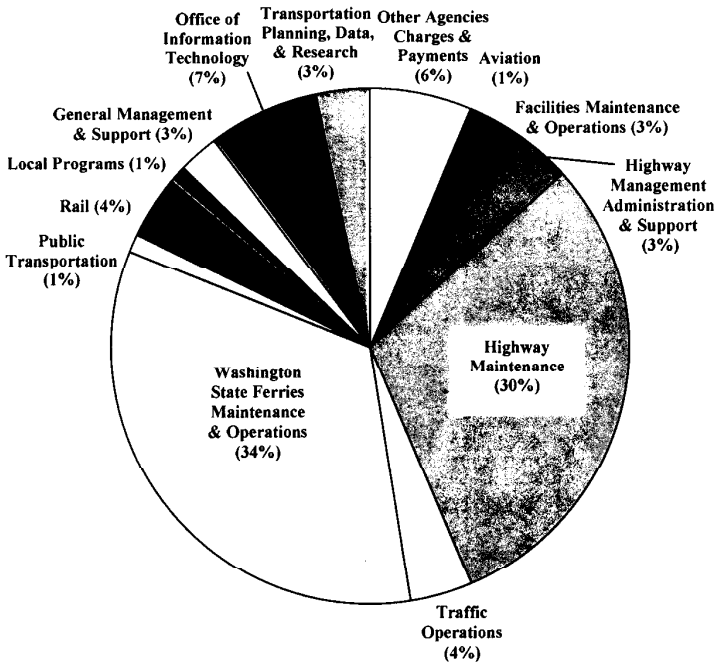
The chart below displays the Department of Transportation's 2001-03 Budget and the six-year proposals for the current and Referendum 51 proposals.

**2003-09 Six-Year Current Law & Referendum 51 Proposal**
**Agency**
**($ in millions)**

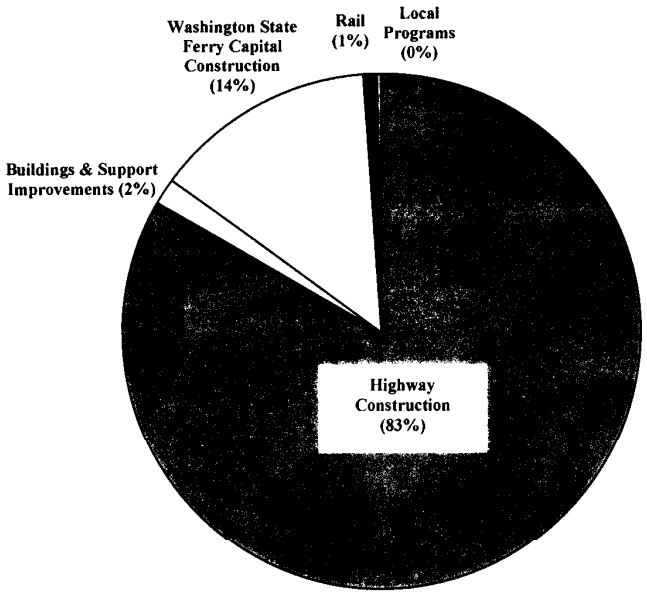


The following charts display the Department of Transportation's Two-Year Operating and Capital Current Law Budgets.

## 2003-05 Current Law Operating Budget by Mode




## 2003-05 Current Law Capital Budget by Mode



## 2003-05 Budget Development Guiding Principles

With constrained and uncertain resources, the Commission and the department revised strategic plans and policies critical to developing a proposal that is reasonable, practical, and deliverable. The 2003-05 Current Law Budget allocates resources with the goal of sustaining current levels of transportation operations, and maintaining and preserving the Washington State's existing transportation system. The budget also reduces funding for planning, business, administrative, and management support activities while augmenting the resources that are necessary to better inform the public about the state's expectations and achievements in delivering transportation systems.

The Current Law Operating Budget was developed with the following assumptions:

- Increase the funding for highway maintenance, traffic operations, and plant maintenance and operations with the goal of keeping the purchasing power and, thus, program delivery ability, at the 2001-03 funding level.
- Increase the funding for ferries maintenance and operations to maintain the purchasing power at the 2001-03 level of service.
- Constrain programs funded exclusively from Multimodal Funds (public transportation, rail, and passenger only ferries) to available funding.
- Maintain the rail and passenger-only operating program 2001-03 level of service.
- Fund aviation activities with available aviation revenues and General Fund resources specifically tied to aviation activity.
- Fund Local Programs based on available city/county gas taxes for state supervision and federal funds.
- Reduce funding by about ten percent (reduce real dollars five percent and do not provide inflation to maintain purchasing power) for Administration and Support Programs and Highway Management and Support.
- Increase funding for Charges from Other Agencies to reflect expected continuing increases in liability costs.

The 2003-05 Current Law Capital Budget allocates resources primarily to the programs and activities that will preserve Washington State's existing system. The Current Law Budget was developed with the following assumptions:

- Construction work currently in progress is funded as the first priority.
- Traffic Operations is held to its 2001-03 funding level for the 2003-05 biennium.
- Flexible state funding for Rail is held to the 2001-03 level.
- Local Programs is held to funding for the State Infrastructure Bank.
- The Ferry program is funded for necessary preservation projects only with a mall contingency for emergency repairs.

## Additional Considerations

In addition to the budget development policy guidelines, the current law budget proposal and six-year investment plan were developed with consideration of the following:

- Legislative direction to emphasize investments in transportation projects that will provide the most effective benefit to the traveling public and sustain economic development.

- Multi-Modal requirements - Expertise to innovatively balance and effectively prioritize twenty-first century transportation needs for the variety of modes e.g., highway, rail, ferry, public transportation, and aviation.

- Correlation with the agency's Mission Statement and Management Principles as follows:

"The Washington State Department of Transportation keeps people and business moving by operating and improving the state's transportation systems vital to our taxpayers and communities."

- ***Leadership.*** We are committed that WSDOT provide strategic vision and leadership for our state's transportation needs.

- ***Delivery and Accountability***. We shall manage the resources taxpayers and the legislature entrusted to us for the highest possible return on value. We shall be disciplined in our use of both time and money. We shall account for our achievements, our shortcomings and our challenges to citizens, to elected officials, and to other public agencies.

- ***Business Practices***. We shall encourage progressive business management practices in delivering cost effective and efficient transportation services. Our quest for short-term cost savings and business process improvement shall be balanced by the long term need to preserve and improve the state's transportation systems through sound fiscal planning and asset management.

- ***Safety.*** Concern for the health and safety of the people who use and work on our transportation facilities shall be a paramount value in every area of our business.

- ***Environmental Responsibility.*** Our work shall incorporate the principles of environmental protection and stewardship into the day-to-day operations of the department as well as the on-going development of the state's transportation facilities.

- ***Excellence and Integrity.*** Our employees shall work in a culture of workplace excellence and diversity that encourages creativity and personal responsibility, values teamwork, and always respects the contributions of one another and of those with whom we do business. We shall adhere to the highest standards of

courtesy, integrity and ethical conduct. We shall encourage and recognize our employees' professionalism and their career growth.

- ***Communications.*** We shall stress the importance of sharing clear, concise and timely information with WSDOT employees, elected officials, community leaders, businesses, citizens and taxpayers, others in the transportation community, with the press and other media. We shall strive for the effectiveness of all our employees in meeting WSDOT's communications standards.

## Performance Measurements

The department is working hard on project delivery and on being accountable to the public. Performance measurements play a crucial role in these efforts. The department recently began publishing a new performance measurement document known as the "Gray Notebook". This quarterly document summarizes measures, markers, and mileposts made in achieving the department's program and management activity goals and objectives.

Highlights of performance measurements presented in the "Gray Notebook" for the Operating Program include:

- Highway Maintenance Level of Services (Maintenance Accountability Process or MAPS)
  - Snow and Ice
- The number of low cost traffic enhancements completed.
- The average number of minutes to respond (be on site) to accidents.
- The average number of minutes taken to clear traffic accidents to reinstate traffic flow.
- Ferries on time trip performance
- Ferries non-fare revenue (concession, advertising, etc.)
- The number of vanpool operating in the Puget Sound Region to support commute trip reduction.
- Percentage of rail trips completed on time.
- Number of passengers riding on AMTRAK Cascade trips.
- Number of passengers on state supported train trips.
- Aviation customer survey satisfaction.
- Aviation Grant Program accomplishments.
- Worker Safety

Highlights of performance measurements presented in the "Gray Notebook" for the Capital Program include:

- Washington State Ferries construction status;
- The number of highway construction projects ready and advertised for construction bids;

The department is committed to continuous improvement and implementing innovative methods to increase efficiency and customer satisfaction. The recent development of publicly available "Real Travel Times" is an example of services added for the traveling public's benefit. These active real travel times are updated every five minutes in order to provide travelers with travel information on the most congested corridors in the Puget Sound Region. Another example to improve traffic flow for the public is the incident response program, which assists stranded motorists, clears debris from the roadway, etc.

In the future, more measures of the department's accomplishments will be published. The department, understanding the critical need for efficiencies and public accountability, is working with the University of Washington among others in developing new performance measurements and accountability measures to ensure the best possible results from transportation investments directed at reducing congestion.

Measurements are designed to be understandable to stakeholders, the public, and other customers. Value, benefit, and cost effectiveness will be evaluated over the short and long term and used as a management tool to improve transportation services for the traveling public.

## Key Initiatives

- ***Highway Construction*** - The key current law initiatives include preserving the highway system. The investment level, however, is somewhat less than the highway system plan recommended level in order that funding can also be provided for some safety improvement projects. Highway improvement construction is the focal point of the Referendum 51 Budget with project-specific appropriations for preservation and improvement projects.

- ***Traffic Operations*** - One of the department's strategies to alleviate congestion is to quickly clear incidents from the roadway. The Incident Response Initiative is intended to reduce non-recurring congestion and travel times for the public. Other traffic operations initiatives include projects which improve traffic flow such as traffic and weather information cameras for motorists and media use, electronic freeway entrance equipment to enable traffic signal timing to be automatic in response to traffic flow, traveler information systems and electronic signing for motorist traffic advisory, and the commercial vehicle information systems and networks to continue enhancing freight mobility.

- ***Information Technology (IT)*** – Whether or not Referendum 51 passes in November 2002, major strengthening of information technology systems will be required to execute and maintain appropriate controls and accountability. The department is proposing to assess and develop a modernization strategy / feasibility study for ten critical business systems that support WSDOT's statewide highway construction delivery program. This is needed to provide seamless and efficient access to program, project, accounting, and budget information and to resolve existing data accuracy, integration, and reporting problems.

- ***Risk Management*** - The department, working cooperatively with OFM, has identified significantly increased funding needs to address additional risk management issues and insurance needs. Increases are required for the 2003-05 self-insurance premium for tort liability indemnity payments and Attorney General tort defense charges on tort liabilities (exclusive of Washington State Ferries [WSF]), OFM's Division of Risk Management administrative handling fees for highway and WSF liabilities, and anticipated excess liability commercial insurance costs required for ferry liabilities.

Department initiatives to address increasing costs include:

- Proactive risk management activity to reduce future claims.
- Effective management of current tort claims.
- Follow-up on claims management.

## Summary

The 2003-05 Current Law Budget and associated six-year financial plan reflect the Transportation Commission's judgment on how best to deliver transportation services to the public within the constraints of limited resources. The Commission and the department are continuing efforts to identify and implement efficiencies for cost savings, but the majority of the reductions in the current law proposal are service reductions and the indefinite deferral of transportation improvement projects. Even though not all projects and services are funded, many beneficial activities will be completed within current law funding.

These proposals identify needs to be accomplished to achieve the department's transportation goals and are the highest priorities in the present environment.

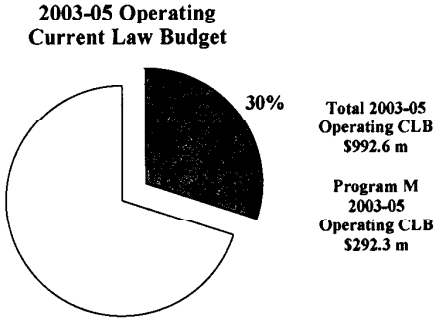
# Operating Program Summaries

## Key Points - Current Law and Referendum 51 Budgets

### *Highway Maintenance and Operations (M)*

Highway Maintenance is responsible for maintaining over 17,995 lane miles of state highways, 10 major mountain passes, 45 rest areas, 3,291 bridges and 850 state-owned and operated traffic signal systems. This program's objective is to maintain the highway infrastructure in good working order and to keep people and goods moving through all kinds of weather and natural disasters. Maintenance provides the highest service level that available resources allow.

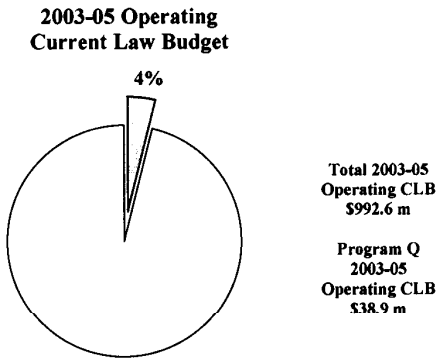
The Current Law Budget for Maintenance includes inflation with the goal of keeping program delivery expectations at the 2001-03 funding level. The department will continue to strive to meet Maintenance Accountability Process overall level of service average of "C" with its increased maintenance demands.




### *Traffic Operations (Q)*

Traffic Operations is responsible for accomplishing the highest usage of the existing highway transportation system, utilizing regulatory measures and traffic control devices as primary tools for maximizing existing capacity and improving safety. Services include freeway and tunnel operations and incident response for traffic incidents, including bridge and Tow Truck operations and roving service patrols.

The Current Law Budget includes additional funding for system additions such as new traffic signals, ramp meters, electronic message signs, communications stations, roadway/traffic web sites, and roadway weather information stations. The additional funding, however, will not be adequate to address the operation of all the additions to the state highway system completed in the 2001-03 biennium.



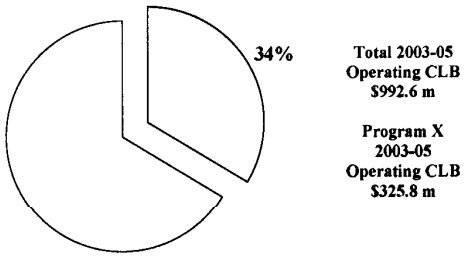

The Current Law Budget includes funding to continue the expanded incident response program in the 2003-05 biennium. Also, the program will continue its current level of partnership support for the HERO program ($30,000), an educational effort to inform HOV lane violators of the purpose, rules, and value of the lanes.

### *Washington State Ferries Maintenance and Operations (X)*

Ferries provides for the maintenance and operations of the Washington State Ferry vessels and terminals. The service directly links eight Washington counties and one Canadian province through ten routes served by 29 vessels. The ferry system averages 480 departures and 73,000 passengers per day.

The Current Law Budget provides additional funding to maintain the 2001-03 level of service, for insurance premiums needs, and for initiatives to improve business processes, manage risk and improve safety, leverage technology, and reduce long term costs.

**2003-05 Operating Current Law Budget**



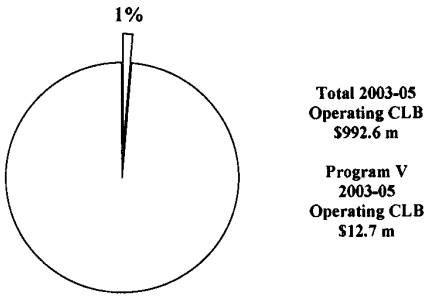

Referendum 51 funds passenger ferry service between Kingston and Seattle, and Southworth and Seattle beginning in the fall of 2003.

### *Public Transportation (V)*

The Public Transportation Program provides support for public transportation and trip reduction efforts throughout the state. In the 2003-05 biennium, Public Transportation will continue its efforts to develop, implement, and manage strategies, initiatives, and policies that support choices to the single occupant vehicle and provide support to the providers of public transportation programs.

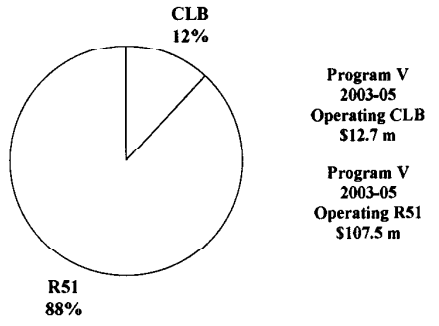
The Current Law Budget constrains Public Transportation to multi-modal revenue that is available after funding passenger only ferry and rail operations. Funding is eliminated for an estimated four Rural Mobility Grants for operating, capital and planning assistance to rural communities. Funding is reduced for the ACCT Program by eliminating the funding for the local community coordination plans and one position to support the community planning process.

**2003-05 Operating Current Law Budget**




Referendum 51 increases funding for grant programs, including Rural Mobility, Paratransit, and Commute Trip Reduction, and the twenty-six established public transit agencies. The referendum also provides funding to expand the vanpool and park and ride lot programs. Since Referendum 51 provides no additional resources to administer the enhanced program, the department will be significantly challenged to manage the additional responsibility within current law resources.

**2003-05 Program V Referendum 51 Budget**



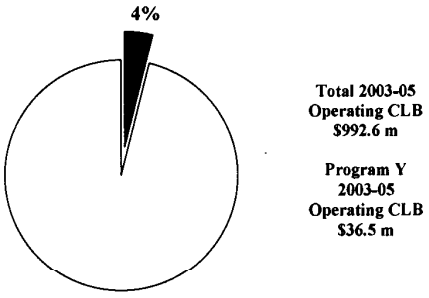
### *Rail Program (Y)*

The Rail Program manages, coordinates, and supports rail passenger and rail freight in cooperation with AMTRAK and other rail lines.

The Current Law Budget maximizes the use of limited resources to continue progress to make rail freight and passenger service integral components of the state's transportation system, thereby helping to meet demands for transportation services. This plan includes the following key elements:

- Maintain the level and quality of service of the four state sponsored Amtrak passenger runs.
- Preserve the light density rail freight service as an important component of the state's transportation system.

**2003-05 Operating Current Law Budget**



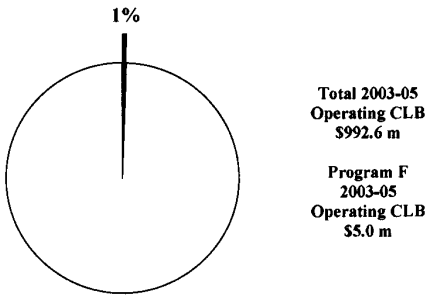

### *Aviation (F)*

The Aviation Program supports a number of aviation services, including conducting search and rescue operations, providing technical and financial aid to local public use airports, registering pilots and aircraft, and managing the 15 state owned or operated airports. The program also assists local governments, the aviation community, and the general public to comply with federal and state aviation regulations.

The Current Law Budget is constrained to available aviation funds and a $0.8 million General Fund support for airport preservation projects.

Although funding falls short of identified needs, anticipated federal funds together with available state funds will allow the aviation planning and technical assistance program to implement projects that address aviation safety, help local communities with airport and aviation related planning, and provide information needed to achieve an efficient allocation of airport preservation grants.

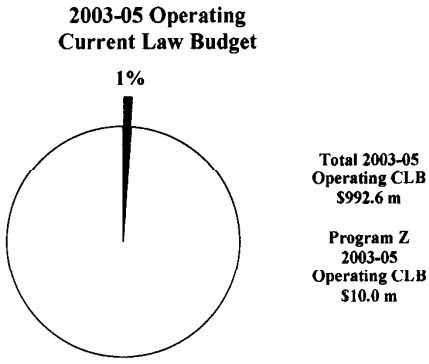
**2003-05 Operating Current Law Budget**



### *Local Programs (Z)*

Local Programs manages federal aid to counties and cities for design, right of way, and construction work off the state highway system; technical guidance on federal and state policies and regulations; engineering training and transfer of new technological applications; advice on traffic engineering techniques and criteria to smaller municipalities; and assistance in microcomputer applications in traffic engineering and safety analyses. The program exercises local oversight and provides educational and technical support to local agencies, tribal governments, and other transportation partners to help them succeed in meeting local transportation goals. Additionally, this program subsidizes Wahkiakum County to help support operation of the Puget Island ferry.

The Current Law Budget provides funding for maintaining existing services, the Maintenance Administrative Review Program, the Right of Way Assistance Program, Community Partnering Funds, the Endangered Species Act training, and the Wahkiakum County Ferry Operating Subsidy.

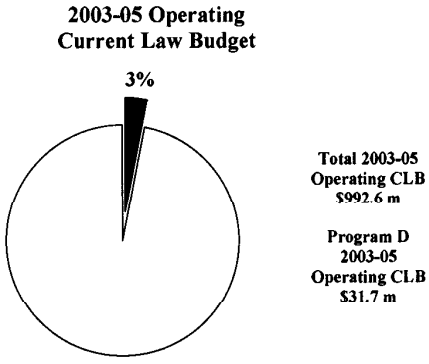



Referendum 51 funds additional staff needed by the Office of Equal Opportunity to provide local agencies with assistance in complying with Disadvantaged Business Enterprise requirements on federally funded projects.

### *Facilities Maintenance and Operations (D)*

Facilities Maintenance and Operations manages department buildings and other capital facilities, and provides preventive and corrective maintenance of the department's 700 buildings statewide. This includes renovation projects such as roof replacements to maintain facilities in good working condition, site environmental cleanups and other code compliance requirements, and other required services for department facilities.

The 2003-05 Current Law Budget for Facilities Maintenance and Operations includes additional resources to maintain the current level of service statewide and to continue addressing the backlog of critical renovation projects.

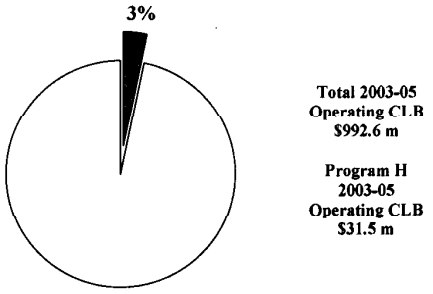


### *Highway Management Administration and Support (H)*

Highway Management Administration and Support is a new budget program proposed for the 2003-05 biennium. The program consolidates management support for highway construction and maintenance with regional management support. This aligns the department financial structure with the existing management structures.

The 2003-05 Current Law Budget reduces funding for activities associated with management of the highway construction program, as well as administration and oversight of maintenance and operations programs. To absorb this the program will limit the purchases of goods and services and travel to the absolute minimum.

**2003-05 Operating Current Law Budget**

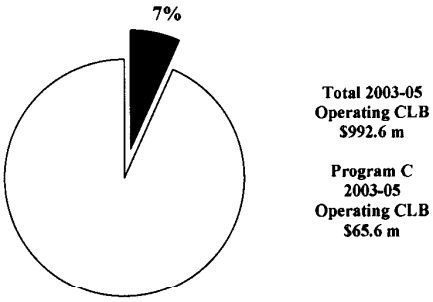



### *Office of Information Technology (C)*

The Office of Information Technology is responsible for developing and maintaining information systems that support the department's operations and program delivery. The office provides information technology services to all other programs, including acquisition and operation of central data processing equipment, microcomputer hardware, software, and related support equipment.

The Current Law Budget includes infrastructure upgrades to accommodate growing electronic technologies for communicating with the public and policy-makers and a feasibility assessment to modernize critical systems and short-term fixes to those systems. Passage of Referendum 51 would add more urgency to these modernization needs to support project delivery and accountability.

**2003-05 Operating Current Law Budget**




Contingent on passage of Referendum 51, funds are provided to implement ESHB 2304, which adopts certain recommendations of the state Blue Ribbon Commission on Transportation.

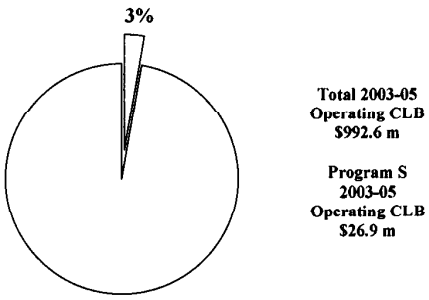
### *Transportation Management and Support (S)*

Transportation Management and Support includes administrative and business functions to support the department's operations. The executive management and the policy section includes executive administration, audit, equal opportunity, communications, government liaison, and the Ombudsman's Office. Business functions include resource planning (budget and financial planning), accounting, risk management administration, human resources management, mail services, publications, and some maintenance and utilities of the headquarters building.

The Current Law Budget reduces funding by approximately five percent in addition to not providing for inflation. Yet the program will need to continue to deliver the services it currently provides. The activities each have a role in ensuring that project delivery is timely and accurately accounted for, which will only be heightened if Referendum 51 and the regionalism measures pass.

Communications and Internet investments are funded to ensure accountability to the public. Funding for lower priority business and administrative functions must be reduced to accomplish this.

**2003-05 Operating Current Law Budget**



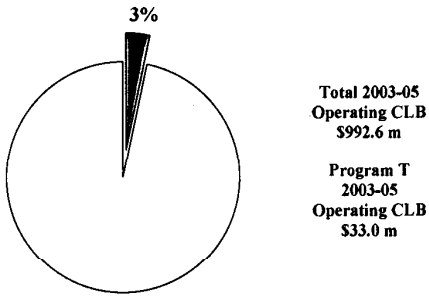

Other activities that are important for project delivery and that must be addressing with available resources, include: civil service reform; developing employee recruitment and apprenticeship programs; supporting financing activities attendant to bonding and planning for new projects; and managing increased purchasing activity. In addition, increased risk management activity is needed to reduce continuing growth in self-insurance premiums.

### *Transportation Planning, Data, and Research (T)*

Transportation Planning, Data and Research manages, coordinates, and supports the multimodal transportation planning, data, and research needs of the department.

The Current Law Budget reduces funding by approximately five percent in addition to not providing for inflation. Minimal reductions will be made in lower priority data collection and/or research areas. The effect of reductions on the ability to use federal funds will continually be assessed in relation to the department's policies and priorities.

**2003-05 Operating Current Law Budget**



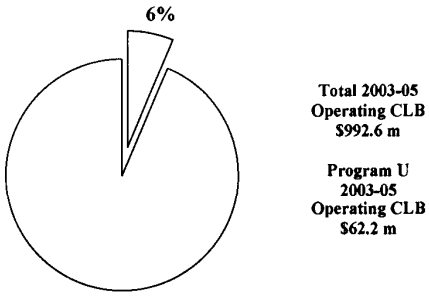

Planning priority activities will be funded to meet public expectations necessary to advance projects quickly should Referendum 51 be approved and to address legislative direction to refine and improve the department's tools for analysis of benefits and cost in corridor planning and cross-modal planning. In addition, should Referendum 51 passes, new planning and oversight activities will have to be added.

### *Charges From Other Agencies (U)*

Charges From other Agencies funds the department's share of statewide general overhead activities includes the Office of the State Auditor, the Department of Personnel, the Department of General Administration, the Secretary of State, and the Office of Minority and Women's Business Enterprises.

The Current Law Budget funds an increase for liability costs as specified by the Office of Financial Management and new charges for OFM services and collective bargaining.

**2003-05 Operating Current Law Budget**




**Total 2003-05 Operating CLB $992.6 m**

**Program U 2003-05 Operating CLB $62.2 m**

# Capital Program Summaries

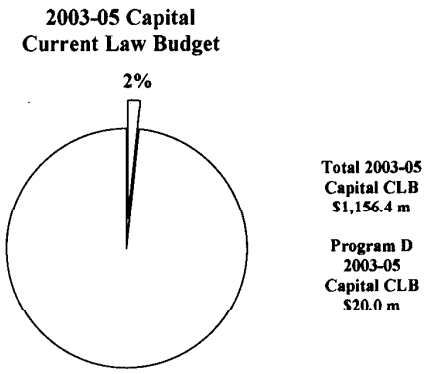
## Key Points - Current Law Budget and Referendum 51 Budget

### *Capital Facilities (D)*

Capital Facilities includes the management and funding of capital improvements to the department's buildings and other facilities. Capital improvements are focused on consolidating activities and workforce to improve productivity. Collocation with other agencies is lowering the cost of development and operations.

The Current Law Budget for Capital Facilities provides funding for the following:

- Complete construction of the Wenatchee light industrial project, the Spokane Street maintenance facility in Seattle, and the Pomeroy section maintenance facility.
- Start design of facilities projects in Ephrata, the Tri-cities area, and Vancouver.
- Make the final debt service payment on the new Southwest Region complex.
- Complete sand sheds, enhance radio facilities, complete minor projects, and provide administration of the program.




### *Traffic Operations Capital (Q)*

The Traffic Operations Programs includes the capital construction of Intelligent Transportation System (ITS) projects to improve commercial vehicle operations, traveler information, and improved safety and congestion relief by applying advanced technology to transportation.

The Current Law Budget for Traffic Operations provides funding to complete 17 traffic flow improvement projects currently in progress and begin 15-20 new projects. Projects include: traffic and weather information cameras for motorists and media use; electronic freeway entrance equipment to enable traffic signal timing to be automatic in response to traffic flow; traveler information systems and electronic signing for motorist traffic advisory; and the commercial vehicle information systems and networks to continue enhancing freight mobility. The department proposes to transfer these activities to highway construction improvement program in the 2003-05 biennium.

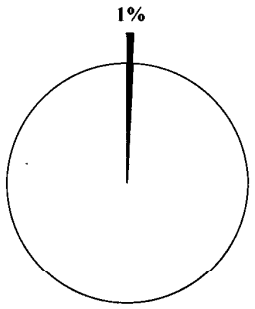
### *Rail Capital (Y)*

The Rail Program provides management and funding of the state's investment in the capital components of the rail passenger program, including track system improvements and acquisition of passenger train equipment. Financial assistance is provided for light density freight rail systems to preserve freight rail service to communities throughout the state.

The Current Law Budget for the Rail Program provides funding for the following:

- Intercity rail passenger infrastructure improvements, including grade crossing upgrades and signal improvements needed to maintain and possibly improve existing passenger rail service.
- Grants or loans to freight rail lines for track and other facility improvements required to continue freight rail service to communities primarily in rural areas of the state.
- Spending authorization for the Washington State Fruit express lease account to allow the Rail Program to lease express rail cars that will in turn be subleased to another party. Sublease income is intended to cover the full lease costs.

**2003-05 Capital Current Law Budget**

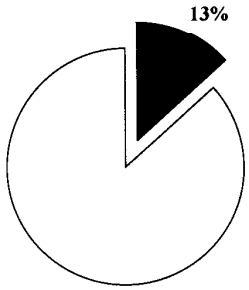



**Total 2003-05 Capital CLB $1,156.4 m**

**Program Y 2003-05 Capital CLB $10.7 m**

Referendum 51 funds additional capital investments in the rail passenger infrastructure, and provides grants and loans for the preservation of freight rail service and rehabilitation of light density rail lines. It also provides funding for construction of "truck to rail" transload sites for the Washington Produce/Fruit Express service.

**2003-05 Capital Referendum 51 Budget**




**Total 2003-05 Capital R51 $2,852.4 m**

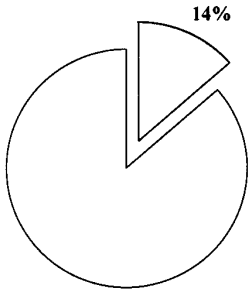
**Program Y 2003-05 Capital R51 $383.3 m**

### *Washington State Ferries Construction (W)*

The Washington State Ferries Construction Program funds construction of new vessels and terminals and preservation of existing vessels and terminals to keep them in safe, efficient operational order. It contains three major activity categories: terminals, vessels, and emergency repairs. WSF's infrastructure includes 29 vessels, 20 terminals and the Eagle Harbor Maintenance Facility. The Life-Cycle Model created by WSF provides the tool to effectively manage preservation projects and stabilize capital investments over time. This model provides reliable projections necessary to quantify the long-term preservation requirements and frame the capital investment issues for the ferry system.

The Current Law Budget is a reduction of nine percent from the 2001-03 biennial funding. Ninety-six percent of capital investments will be targeted to preservation and emergency repairs. The proposed funding for terminal preservation will improve the system-wide condition rating and includes design funding for future critical terminal preservation initiatives.

**2003-05 Capital**
**Current Law Budget**

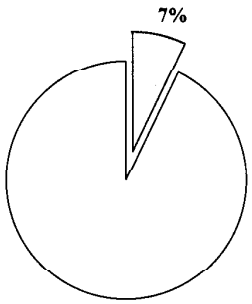



**Total 2003-05 Capital CLB $1,156.4 m**

**Program W 2003-05 Capital CLB $161.0 m**

Referendum 51 funds several critical capital investments for ferries, including construction of four auto-passenger ferries to replace aging vessels; terminal renovation projects at Edmonds, Mukilteo, Seattle, and Anacortes ferry terminals; and key infrastructure to expand passenger-only ferry service on Puget Sound.

**2003-05 Capital**
**Referendum 51 Budget**




**Total 2003-05 Capital R51 $2,852.4 m**

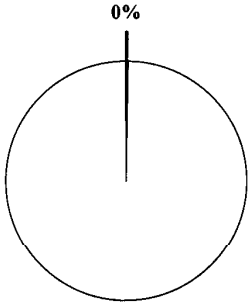
**Program W 2003-05 Capital R51 $209.9 m**

## *Local Programs Capital (Z)*

Local Programs Capital assists local entities by managing and annually distributing federal funds for over 1,500 local agencies, transportation improvement projects off and on the state highway system. In addition, Local Programs Capital manages and administers state funded local agency grant programs.

The Current Law Budget is earmarked for the State Infrastructure Bank and state funds to match federal funding for bridge inspections for local agencies.

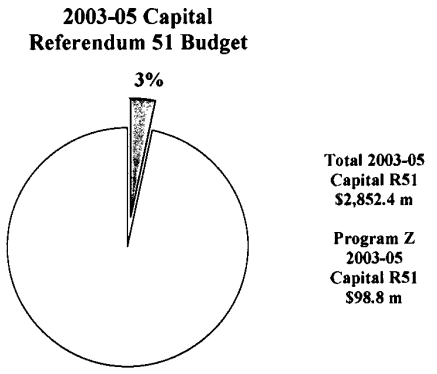
**2003-05 Capital**
**Current Law Budget**




**Total 2003-05 Capital CLB $1,156.4 m**

**Program Z 2003-05 Capital CLB $2.3 m**

Referendum 51 funds a variety of freight mobility, pavement, school safety, and rural economic projects.



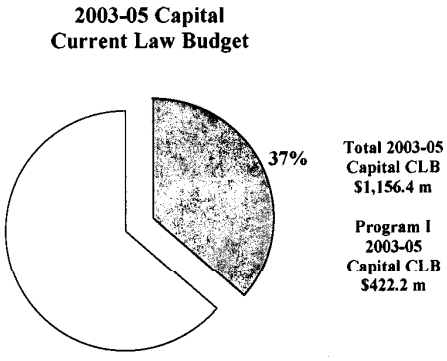

### *Improvements - Highway Construction (I)*

The Highway Improvements Program provides funding for projects that increase a highway's capacity to move more vehicles, correct highway safety deficiencies, improve the movement of freight and goods, and reduce environmental impacts resulting from highway construction projects.

Work in progress from the 2001-03 biennium is 67 percent of the available 2003-2005 funding for Highway Construction programs, leaving approximately $300 million to fund new project starts and support activities. This high percentage of work in progress is the result of a decline in the size of this program in recent biennia. This has limited funding to undertake new projects. The fact that so much of the available funding is committed to work in progress precludes funding most of the subprograms at the recommended 2003-2022 Highway System Plan level.

In addition to the high level of work in progress, the department has to deal with a shortfall of $45.7 million resulting from the 2002 Supplemental Budget ($45.7 million less than the 2001 appropriation). This has caused numerous Improvements projects to be delayed until the 2003-2005 biennium, or to be put on hold indefinitely.

The Current Law Budget for the Improvement Program was developed with the dual goals of delivering projects ready to construct, while maintaining an adequate level of investment in pre-construction activities to ensure delivery of the ongoing program in future biennia. If the public approves Referendum 51 in November, achievement of this latter goal will require increased staffing. If the Referendum 51 is not approved, investment in pre-construction activities for Improvements will diminish substantially.

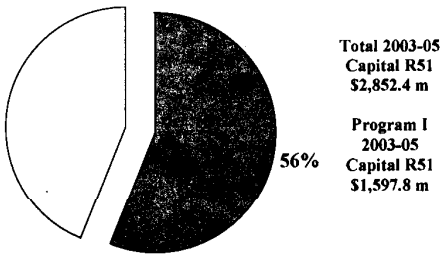



Due to funding constraints, all Improvements subprograms are funded at below Highway System Plan level (without Referendum 51 revenues). This low level of investment will result in further delay of needed improvements. Stand-alone safety

improvements will be delivered at approximately 40 percent of the recommended Highway System Plan level, barely meeting the Federal Highway Administration's requirements. $30 million will be programmed to begin construction on some deferred 2001-03 mobility improvement projects. Fifty projects deferred in 2001-2003 are not programmed under this budget, and are on hold indefinitely.

Referendum 51 funds a variety of highway construction projects specifically appropriated by phase in ESHB 6347. The projects include major endeavors such as State Route 18, 167, 509, 395, and 520; interstate 90; and highway 99 as well as mobility and economic initiative projects, HOV, safety, and environmental projects.

**2003-05 Capital**
**Referendum 51 Budget**

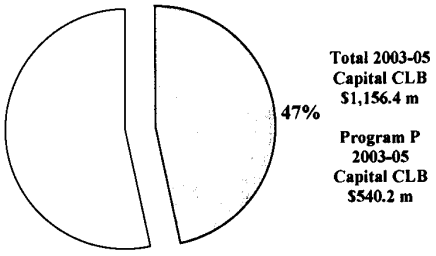



### *Preservation - Highway Construction (P)*

The Highway Preservation Program provides funding to preserve the structural integrity of the state highway system. Projects for capital investment in the existing highway system include roadway pavements, bridges, and other structures and facilities. Additional requirements are included in the Governor's Efficiency and Reform Bill.

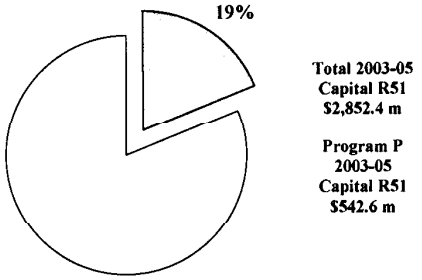
Due to funding constraints, the Current Law Budget for most Preservation subprograms is below Highway System Plan level. This low level of investment will result in a backlog of paving, bridge preservation, and other facilities preservation needs that will cost substantially more to preserve or rebuild in future biennia. The program developed for 2003-2005 includes funding to begin replacement of the East half of the Hood Canal Bridge.

**2003-05 Capital**
**Current Law Budget**




Referendum 51 funds improvements on the Purdy Creek Bridge in Mason County.

**2003-05 Capital**
**Referendum 51 Budget**

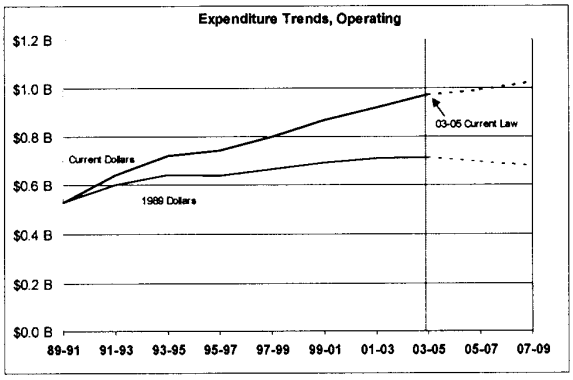


# Operating Program Detail

## OPERATING PROGRAMS OVERVIEW

The 2003-05 Current Law Budget allocates resources to the programs and activities that will sustain current levels of operations and maintain and preserve Washington State's existing transportation system. The Current Law Budget was developed with the following assumptions:

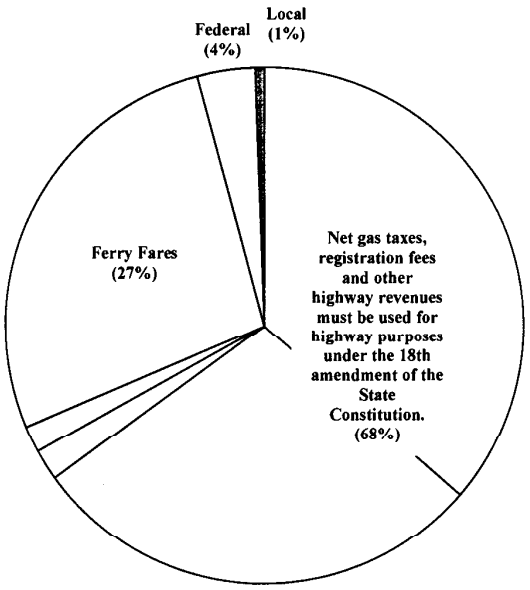
- Increase the funding for highway maintenance, traffic operations, and plant maintenance and operations with the goal of keeping the purchasing power and thus, program delivery ability, at the 2001-03 funding level.
- Inflate current funding for ferries maintenance and operations to maintain the purchasing power at the 2001-03 level of service.
- Constrain programs funded exclusively from Multimodal Funds (public transportation, rail, and passenger only ferries) to available funding.
- Maintain the rail and passenger-only operating program 2001-03 level of service.
- Fund aviation activities with available aviation revenues and General Fund resources specifically tied to aviation activity.
- Fund Local Programs based on available city/county gas taxes for state supervision and federal funds.
- Reduce funding by about ten percent (reduce real dollars five percent and do no provide inflation to maintain purchasing power) for Administration and Support Program and Highway Management and Support.
- Increase funding for Charges from Other Agencies to reflect expected continuing increases in liability costs.

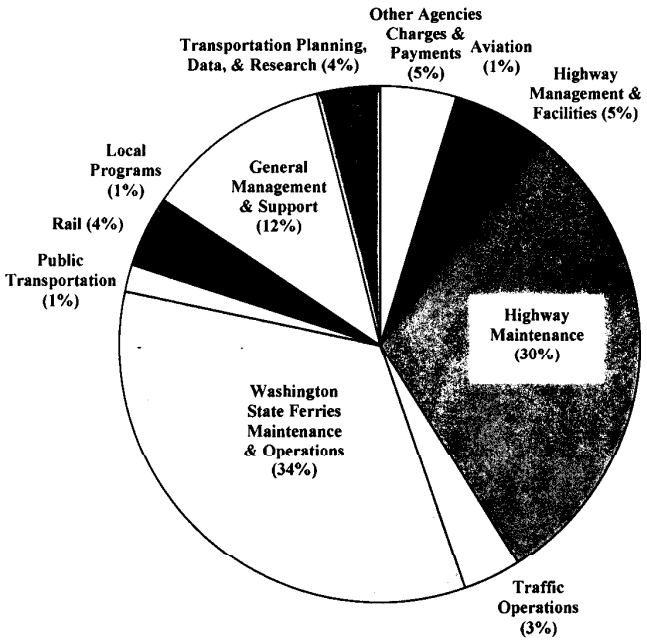



Operating funding in constant dollars has increased since 1980 by about 17 percent; however, demands on transportation facilities have increased much more rapidly over that time span:

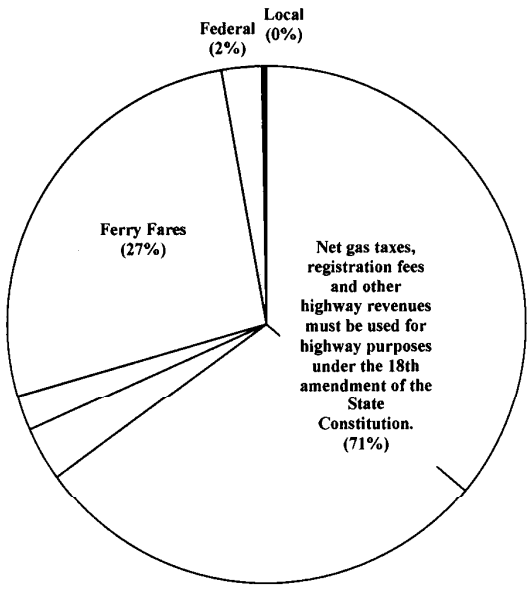
- Population increased 43%
- Jobs increased 58%
- Vehicle registration is up 57%

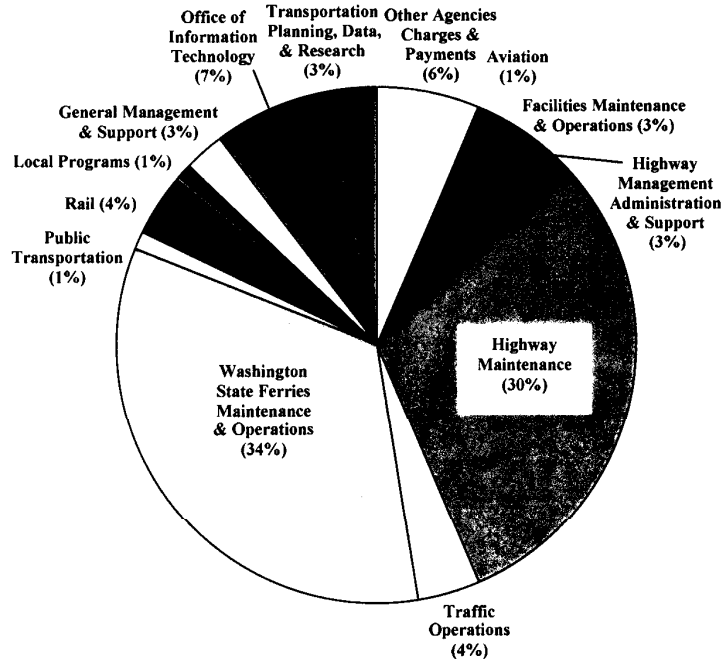
# 2001-03 OPERATING FUND SOURCES AND USES




# 2003-05 CURRENT LAW OPERATING FUND SOURCES AND USES



# OPERATING BUDGET

Dollars in millions

| | 2001-03 Budget Now in Force* | 2003-05 Carry-Forward Adjustments | 2003-05 Current Law Proposals** | 2003-05 Proposed Structure Changes | 2003-05 Current Law Proposed Budget** | 2003-05 Referendum 51 Pro Forma** |
|---|---|---|---|---|---|---|
| **Highways** | | | | | | |
| Highway Maintenance and Operations | 280.0 | 0.5 | 11.9 | (0.1) | 292.3 | 292.3 |
| Traffic Operations | 32.0 | (0.1) | 7.1 | (0.1) | 38.9 | 38.9 |
| Highways total | 312.0 | 0.4 | 19.0 | (0.2) | 331.2 | 331.2 |
| **Ferries** | | | | | | |
| Ferries Maintenance and Operations | 311.3 | 5.7 | 8.8 | - | 325.8 | 330.1 |
| **Public Transportation and Rail** | | | | | | |
| Public Transportation | 14.2 | (0.4) | (1.1) | - | 12.7 | 107.5 |
| Rail | 33.0 | - | 3.5 | - | 36.5 | 36.5 |
| Public Transportation and Rail total | 47.2 | (0.4) | 2.4 | - | 49.2 | 144.0 |
| **Aviation** | | | | | | |
| Aviation | 5.5 | (2.0) | 1.5 | - | 5.0 | 5.0 |
| **Transportation Partnerships** | | | | | | |
| Transportation Economic Partnerships | 1.4 | (0.2) | (0.2) | (1.0) | - | - |
| Local Programs | 9.1 | (0.7) | 1.3 | 0.3 | 10.0 | 10.4 |
| Transportation Partnerships total | 10.5 | (0.9) | 1.1 | (0.7) | 10.0 | 10.4 |
| **Support Services** | | | | | | |
| Facilities Maintenance & Operations | 28.2 | 0.3 | 1.3 | 1.9 | 31.7 | 31.7 |
| Highway Management Administration & Support | 22.8 | 0.4 | (1.7) | 10.0 | 31.5 | 31.5 |
| Transportation Management and Support | 39.0 | 1.3 | - | (13.4) | 26.9 | 27.0 |
| Office of Information Technology | 68.4 | 1.1 | (3.1) | (0.8) | 65.6 | 65.7 |
| Transportation Planning, Data, & Research | 33.3 | (1.4) | 1.1 | - | 33.0 | 34.1 |
| Charges from Other Agencies | 42.8 | - | 19.4 | - | 62.2 | 62.2 |
| Support Services total | 234.5 | 1.7 | 17.0 | (2.3) | 250.9 | 252.2 |
| **Compensation Changes** | | | 20.5 | | 20.5 | 20.5 |
| **Total** | **921.0** | **4.5** | **70.3** | **(3.2)** | **992.6** | **1,093.4** |

* 2001-03 Budget Now in Force includes 2001-03 Original Enacted Transportation Budget plus 2002 Supplemental Transportation Budget Changes.

**2003-05 compensations adjustments are not included in program estimates and are included separately.

## 2003-05 CURRENT LAW PROPOSALS

| **Highways** | |
|---|---|
| Inflation – Maintenance | 4.7 |
| Highway System Additions | 7.1 |
| Inventory Management Equipment | 0.1 |
| Incident Response Program | 5.0 |
| Impacts of Highway System Additions - Traffic Operations | 2.1 |
| Total Highways | 19.0 |

| **Ferries** | |
|---|---|
| WSF Inflate "Other" Base | 2.3 |
| WSF Fuel Adjustment | 0.6 |
| WSF Insurance Rate Increase | 2.6 |
| WSF Labor Relations Initiative | 0.3 |
| WSF Safety Management System | 0.5 |
| WSF Vessel Staff Master | 0.3 |
| WSF Transportation Demand Management | 0.2 |
| WSF Technology System Updates | (0.2) |
| WSF Risk Management | 2.2 |
| Total Ferries | 8.8 |

| **Public Transportation and Rail** | |
|---|---|
| Reduction to the Rural Mobility Grant Program | (0.6) |
| Reduction - Agency Council on Coordinated Transportation (ACCT) Program | (0.5) |
| Maintain Current Amtrak Cascades Service Frequencies | 3.5 |
| Total Public Transportation and Rail | 2.4 |

| **Aviation** | |
|---|---|
| Local Airport Aid & Aviation Planning | 0.7 |
| Local Airport Aid (General Fund) | 0.8 |
| Total Aviation | 1.5 |

| **Transportation Partnerships** | |
|---|---|
| Eliminate Program Support for the Public Private Initiatives Program | (0.2) |
| Maintenance Administrative Review Program for Local Agencies | 0.2 |
| Right of Way Assistance for Local Agencies | 0.3 |
| Community Partnering Funds | 0.2 |
| Endangered Species Act Training for Local Agencies | 0.4 |
| Wahkiakum County Ferry Operating Subsidy | 0.2 |
| Total Transportation Partnerships | 1.1 |

| Support Services | |
|---|---|
| Plant Maintenance & Operations Fixed Costs & Backlog of Renovation Projects | 1.2 |
| Local Programs Additional Facilities Costs | 0.1 |
| Program Development Management & Support Reduction | (1.2) |
| Maintenance & Operations Administration & Support | (0.5) |
| Reduce Administrative Functions | (1.0) |
| Communications Needs | 1.0 |
| Reduce Administrative Functions | (0.8) |
| Reduce System Development Funding | (9.7) |
| Information Technology Initiatives | 5.3 |
| Traffic Operations System Additions | 0.4 |
| WSF Labor Collection Workstations | 0.1 |
| WSF Ongoing Smart Card Costs | 0.5 |
| WSF Technology System Updates | 0.5 |
| WSF Technology Infrastructure | 0.5 |
| WSF MIS Support Costs | 0.1 |
| Local Programs MIS Support Costs | 0.0 |
| Functional Class Data Base | (0.1) |
| GPS Training | (0.2) |
| Regional Planning/System Planning | (0.8) |
| Program Administration and Support | (0.2) |
| Economics Office | (0.3) |
| Collision Reporting Project | 2.7 |
| Capital Project Surcharge | 0.5 |
| Self Insurance Liability Premium | 18.1 |
| Cost of Services from Governor's Office & OFM | 0.5 |
| Collective Bargaining | 0.3 |
| Total Support Services | 17.0 |
| Compensation Changes | 20.5 |
| **Total 2003-05 Current Law Proposals** | **70.3** |

## HIGHWAY MAINTENANCE AND OPERATIONS

### 2001-03 Budget in Force

The Highway Maintenance and Operations program includes maintenance of over 17,995 lane miles of state highways, ten major mountain passes, 45 rest areas, 3,291 bridges and 850 state-owned and operated traffic signal systems serving both general purpose and HOV lane systems.

- Snow & Ice
- Mowing
- Signals & Lights
- Rest Areas
- Litter & Sweeping
- Pavement Patching
- Object Removal
- Culverts, Ditches, & Catch Basins
- Bridge Repairs & Operations
- Signs, Guardrails, etc.
- Maintenance Mgt, Training & Support

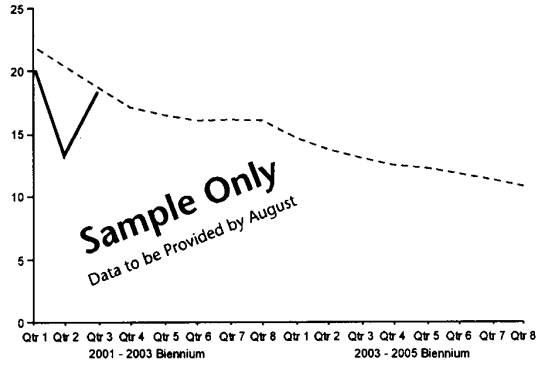
### Funding Summary

| | |
|---|---|
| 2001-03 Funding Level | 284.6 |

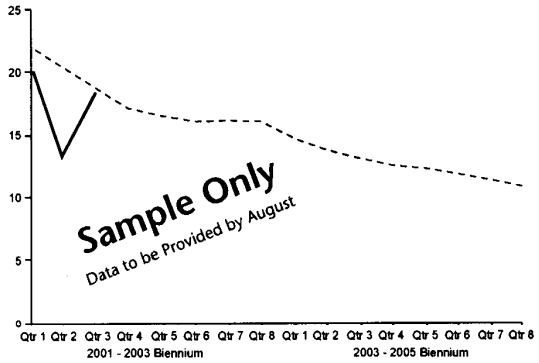
| | |
|---|---|
| **2003-05 Carry-Forward Level** | **280.5** |
| Inflation | 4.7 |
| Highway System Additions | 7.1 |
| Inventory Management Equipment | 0.1 |
| Program Structure Change - Facilities Lease and Operation | (0.1) |
| **2003-05 Current Law Budget** | **292.3** |

### Performance Measures

**Highway Maintenance Level of Services (Maintenenace Accountability Process – MAPS)**
2001-2003 Biennium Compared and 2003-2005 Biennium




**Snow and Ice Removal**
2001-2003 Biennium Compared and 2003-2005 Biennium



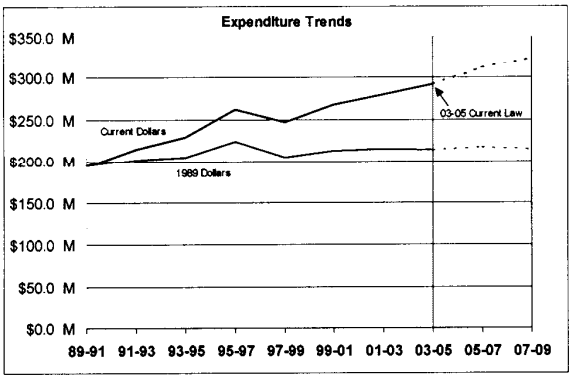
## HIGHWAY MAINTENANCE AND OPERATIONS

### 2003-05 Current Law Budget Impact and Objectives

The current law budget for Maintenance includes inflation with the goal of keeping program delivery expectations at the 2001-03 funding level. This does not address electricity costs that may exceed the projected inflationary increases. The department will continue to strive to meet Maintenance Accountability Process overall level of service average of "C" with its increased maintenance demands.

The department will be challenged to accommodate higher costs to maintain many highway segments as a result of the decrease in highway construction project spending. Additional Maintenance activities will not occur on highway segments previously planned for construction, but now eliminated from the current law Highway Construction budget. Also, with each passing year, the overall aging of bridges and paving structures tends to increase maintenance requirements and expenses.

With increased traffic volume, urbanization, and more evening and weekend maintenance work, the department's work zone safety and motorist traffic information funding will need to increase. This may cause lower priority maintenance activities to be reduced.




Maintenance funding in constant dollars has increased since 1980 by about 33 percent; however,

- Vehicle miles are up 88% and vehicle registration is up 57%
- Freight and goods tonnage is up by 116%
- Maintenance on lane miles, rest areas, and bridges has increased.
- The system is getting older, requiring more maintenance.

## TRAFFIC OPERATIONS

### 2001-03 Budget in Force

Traffic Operations manages programs involving traffic control devices and regulatory tools to optimize state system safety and capacity. Services include freeway and tunnel operations and incident response for traffic incidents, including bridge and Tow Truck operations and roving service patrols. The 2002 Supplemental Budget reduced funding for the Motorist Information Sign Program. 2SSB 5949 instructed that the program of erecting and maintaining motorist information signs should be placed in the hands of a private contractor with minimal impact to the department. Up to $3 million for the expanded incident response program will be expended from the highway preservation program per legislative direction.

### Funding Summary

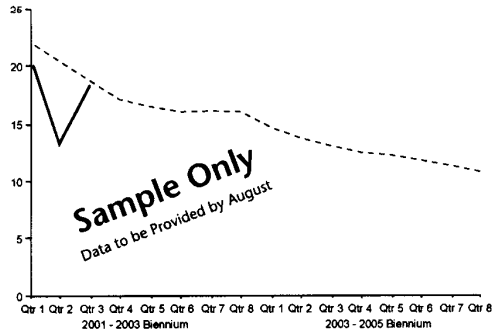
| | |
|---|---|
| 2001-03 Funding Level | 32.6 |

| | |
|---|---|
| **2003-05 Carry-Forward Level** | **31.9** |
| Incident Response Program | 5.0 |
| Impacts of Highway System Additions | 2.1 |
| Program Structure Change - Facilities Lease and Operation | (0.1) |
| **2003-05 Current Law Budget** | **38.9** |

### Performance Measures

**Average Number of Minutes Taken to Clear Traffic Accidents to Reinstate Traffic Flow**

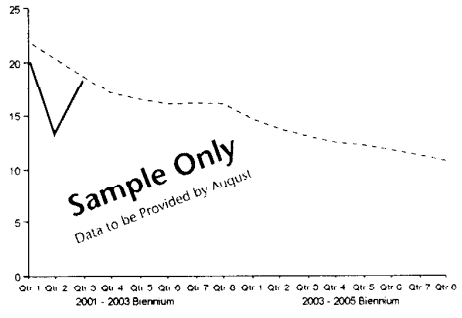
2001-2003 Biennium Compared and 2003-2005 Biennium




The average incident response time displays significant improvement in the department's ability to assist stranded motorists, clear debris from roadways, etc. In addition to improving response time, the number of incidents where assistance is provided has doubled.

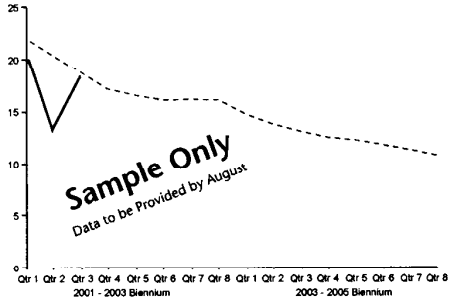
**Low-Cost Enhancements**

2001-2003 Biennium Compared and 2003-2005 Biennium




**Average Number of Minutes to Respond (be on site) to Accidents**

2001-2003 Biennium Compared and 2003-2005 Biennium



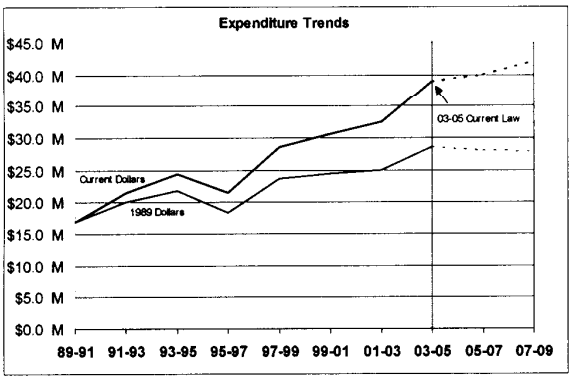
## TRAFFIC OPERATIONS

### 2003-05 Current Law Budget Impact and Objectives

Traffic operations will continue to improve the safety and operations of the transportation system through prioritized low cost enhancements and traffic flow control, and by quickly clearing highway incidents. The Current Law Budget for Traffic Operations includes additional funding for system additions such as new traffic signals, ramp meters, electronic message signs, communications stations, roadway/traffic web sites, and roadway weather info stations. The additional funding, however, will not be adequate to address the operation of all the additions to the state highway system completed in the 2001-03 biennium.

The low cost enhancement program is not expanded despite the decrease in highway construction project spending. Inadequate Low Cost Safety Enhancement funding results in the inability to address immediate operational safety and efficiency concerns with interim, low cost, safety improvements to the highway system. These safety projects are often high "benefit to cost" solutions, especially when compared to long-term highway safety construction projects.

The Current Law Budget includes funding to continue the expanded incident response program in the 2003-05 biennium. Also, the program will continue its current level of partnership support for the HERO program ($30,000), an educational effort to inform HOV lane violators of the purpose, rules, and value of the lanes.




Since 1980, the number of traffic signals increased 80%.

Increased demands for traffic flow improvements (low cost enhancements) result from less highway construction work.

## WASHINGTON STATE FERRIES MAINTENANCE AND OPERATIONS

### 2001-03 Budget in Force

The maintenance and operation of the Washington State Ferry system includes 29 vessels, 20 terminal facilities, and the Eagle Harbor maintenance facility. The ferry system averages 480 departures and 73,000 passengers per day. Average summer peak ridership is close to 85,000 passengers per day. The 2002 Supplemental Budget included additional funding for increased insurance premiums and for emergency management costs related to security of facilities and ongoing emergency preparedness. Funding was reduced to reflect lower fuel cost projections for the 2001-03 biennium. The 2002 Supplemental Budget instructs WSF to resume participation in the Smart Card project and report to the 2003 Legislature on ongoing operating costs.

### Funding Summary

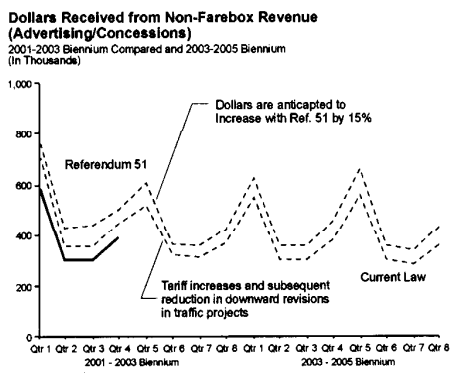
| | |
|---|---|
| 2001-03 Funding Level | 315.9 |

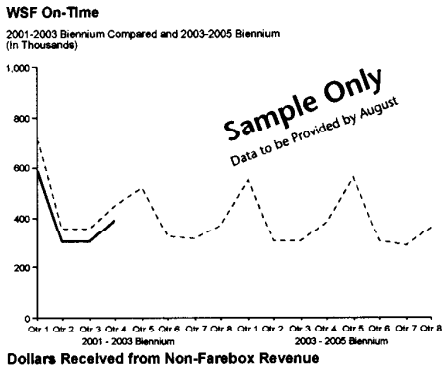
| | |
|---|---|
| **2003-05 Estimated Carry-Forward Level** | **317.0** |
| Inflate "Other" Base | 2.3 |
| Fuel Adjustment | 0.6 |
| Insurance Rate Increase | 2.6 |
| Labor Relations Initiative | 0.3 |
| Safety Management System | 0.5 |
| Vessel Staff Master | 0.3 |
| Transportation Demand Management | 0.2 |
| WSF Technology System Updates | (0.2) |
| Risk Management | 2.2 |
| **2003-05 Current Law Budget** | **325.8** |

| | |
|---|---|
| Passenger-Only Ferry Service - Kingston/Seattle & Southworth/Seattle | 4.3 |
| **2003-05 Referendum 51 Projects** | **4.3** |

| | |
|---|---|
| **Total 2003-05 Budget** | **330.1** |

### Performance Measures



## WASHINGTON STATE FERRIES MAINTENANCE AND OPERATIONS

### 2003-05 Current Law Budget Impact and Objectives

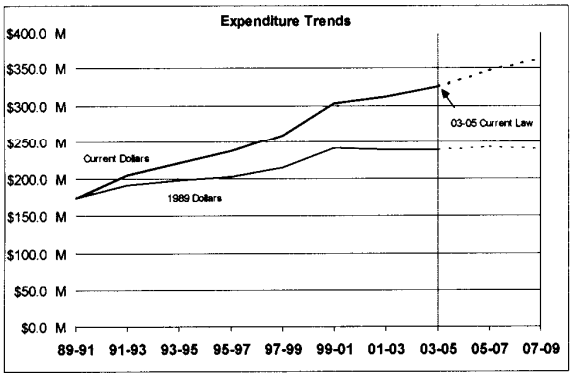
The Current Law Budget for Washington State Ferries includes inflation to maintain the 2001-03 level of service, including passenger only service. Financial issues include:

- Significant increases in the marine master insurance policy covering hull and indemnity,
- Large existing liabilities for indemnity payments and tort defense,
- Increased regulatory requirements relating to security, safety, and the environment,
- Maintaining ridership in the face of increasing tariffs,
- Fuel cost volatility, and
- Ongoing operating costs of the Regional Fare Collection initiative (Smart Card).

Funding is included to strengthen risk management at WSF. This will enable WSF to take a proactive stance in managing the continued risks associated with injuries and claims.

### 2003-05 Referendum 51 Budget

Referendum 51 includes funding to provide passenger ferry service between Kingston and Seattle, and Southworth and Seattle beginning in the fall of 2003.




Substantial fare increases are required to fund services after the loss of motor vehicle excise tax.

Ridership increased 59% since 1980.

Higher operating costs result from minimal capital investments.

## PUBLIC TRANSPORTATION

### 2001-03 Budget in Force

Public Transportation is responsible for developing, implementing, and managing strategies, initiatives, and policies that support alternatives to the single occupant vehicle. The program provides financial and technical assistance to local jurisdictions and public transportation agencies; and manages the state's commute trip reduction program and the Agency Council on Coordinated Transportation (ACCT). The 2002 Supplemental Budget reduced funding for the Commute Trip Reduction (CTR) advertising campaign, leaving only the minimum state funding necessary to secure planned federal funds.

### Funding Summary

| | |
|---|---|
| 2001-03 Funding Level | 27.7* |

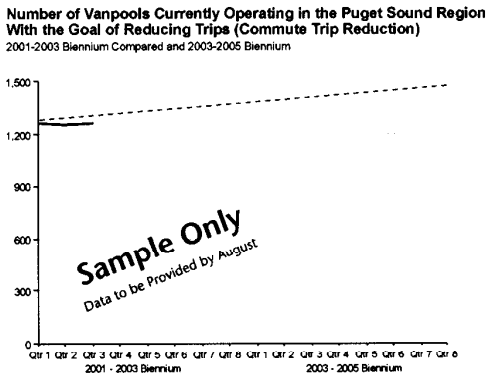
| | |
|---|---|
| **2003-05 Carry-Forward Level** | **13.8** |
| Reduction to the Rural Mobility Grant Program | (0.6) |
| Reduction - Agency Council on Coordinated Transportation (ACCT) Program | (0.5) |
| **2003-05 Current Law Budget** | **12.7** |

* Includes $11.6M in fiduciary and oil rebate funds not shown in 2003-05 CFL.

| | |
|---|---|
| Rural Mobility Grant Program | 10.5 |
| Paratransit Grants | 10.5 |
| Transit Distribution | 40.0 |
| Vanpool Expansion | 6.3 |
| Commute Trip Reduction Grants | 13.5 |
| Park And Ride Expansion | 13.8 |
| Transportation Efficiencies (ESHB 2304) | 0.2 |
| **2003-05 Referendum 51 Projects** | **94.8** |

| | |
|---|---|
| **Total 2003-05 Budget** | **107.5** |

### Performance Measures



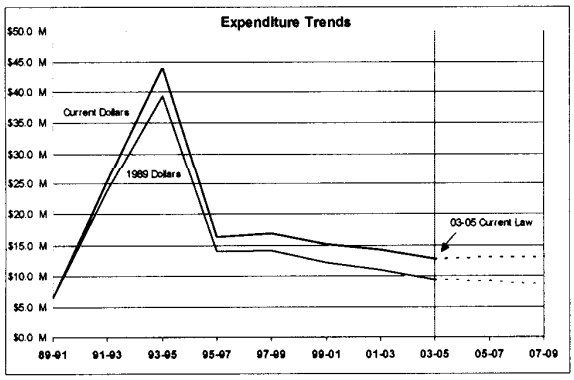
## PUBLIC TRANSPORTATION

### 2003-05 Current Law Budget Impact and Objectives

Public Transportation program is constrained to available multi-modal revenue after funding passenger only ferry and rail operations. Funding is eliminated for an estimated four Rural Mobility Grants for operating, capital and planning assistance to rural communities. Funding is reduced for the ACCT Program by eliminating the funding for the local community coordination plans and one position to support the community planning process.

### 2003-05 Referendum 51 Budget

Referendum 51 increases funding for grant programs, including Rural Mobility, Paratransit, and Commute Trip Reduction, and the twenty-six established public transit agencies. The referendum also provides funding to expand the vanpool and park and ride lot programs. Since Referendum 51 provides no additional resources to administer the enhanced program, the department will be significantly challenged to manage the additional responsibility within current law resources.




Public transportation funding has been declining while needs for public transportation increase.

Transit and vanpool riders are up 75% since 1980.

NOTE: 1993-95 state grant funding was substantially higher than usual.

# RAIL

## 2001-03 Budget in Force

The Rail Program provides support, administration, coordination, and planning for passenger rail and freight rail, including $23 million operating subsidies for AMTRAK Cascades Service. The 2002 Supplemental Budget increased funding by $900,000 for the four state sponsored passenger rail service runs and decreased funding by $600,000 for AMTRAK advertising (net increase of $300,000).

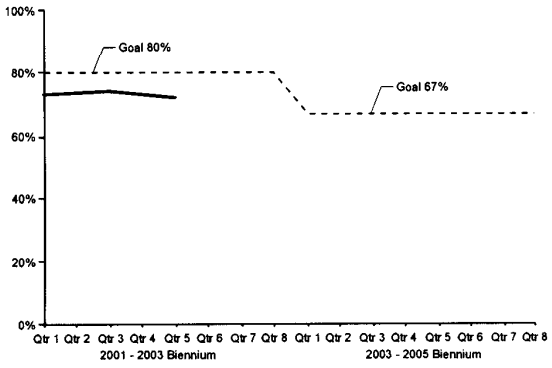
## Funding Summary

| | |
|---|---|
| 2001-03 Funding Level | 33.1 |

| | |
|---|---|
| **2003-05 Carry-Forward Level** | **33.0** |
| Maintain Current Amtrak Cascades Service Frequencies | 3.5 |
| **2003-05 Current Law Budget** | **36.5** |

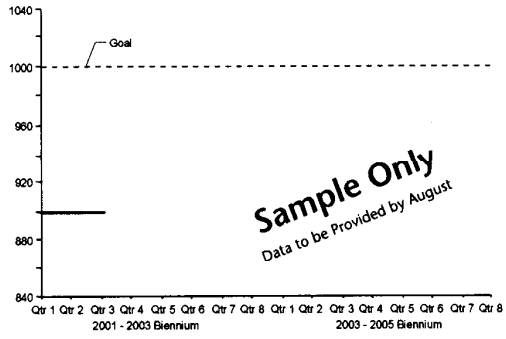
## Performance Measures

**Percentage of Rail Trips Completed On Time**
2001-2003 Biennium Compared and 2003-2005 Biennium




On-time performance for state supported Amtrak Cascades service is averaging about 70 to 75 percent. Delays were attributed to BNSF's Track repair and tie replacements.

**Number of Passengers on State-Supported Train Trips**
2001-2003 Biennium Compared and 2003-2005 Biennium



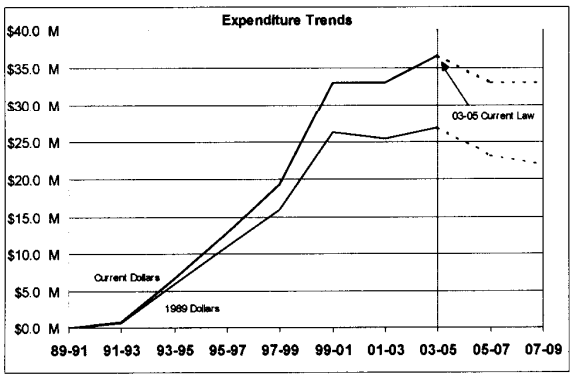
# RAIL

## 2003-05 Current Law Budget Impact and Objectives

The Current Law Budget includes funding to maintain the rail operating program 2001-03 level of service, including four state sponsored passenger rail service runs and freight rail coordination, assistance, and planning. Additional funding provides for increased fuel, labor, and general information costs associated with the contracted operation and maintenance of state-supported Amtrak Cascades rail service. The additional funding will also offset the decrease in Amtrak funding which is approximately five percent per year less due to a Congressional mandate. By the beginning of the 2003-2005 Biennium, the department is estimated to be funding 100 percent of the operating support not recovered through farebox charges for all state supported trains. The department will continue to monitor the federal support for the rail program, including possible reductions in future Amtrak *Cascade* service in Washington.

Additional funds are also planned to fund increased contracted costs of maintaining state owned equipment (the existing maintenance contract is currently under renegotiation).

Marketing funds are included in the budget. With no service enhancements such as reduced travel times or additional frequencies, marketing becomes increasingly important as a method of maintaining ridership levels and the associated farebox revenues. A lack of assertive marketing may further erode ridership revenues, causing state operational costs to further increase.




Plans to continue expanding the rail program were dramatically impacted by the loss of the motor vehicle excise tax.

# AVIATION

## 2001-03 Budget in Force

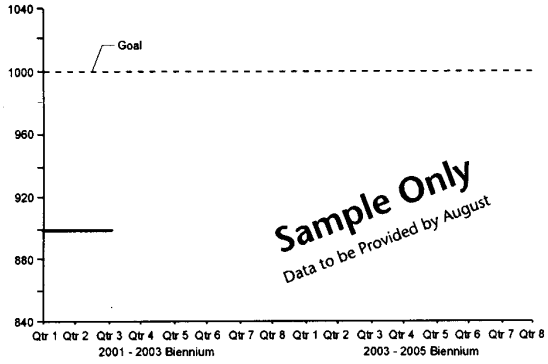
The Aviation Program provides the following: management and planning for search and rescue operations, technical and financial aid to local airports, pilot and aircraft registration, management of 15 state owned or operated airports, and federal and state aviation regulatory compliance assistance to local governments and the public. State grants and technical assistance are provided to municipalities for capital projects of local public use airports. Projects include runway paving, resurfacing, and crack sealing. The 2002 Supplemental Budget provided additional funding for airport assistance grants and Federal Aviation Administration planning grants.

### Funding Summary

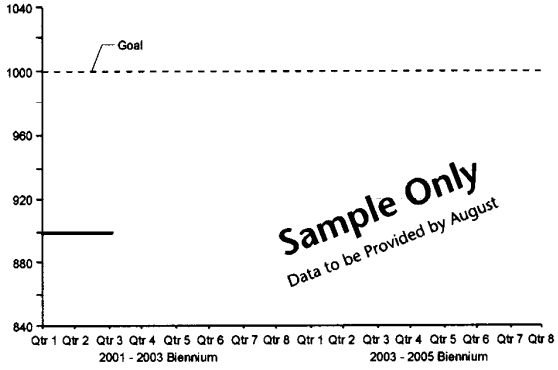
| | |
|---|---|
| 2001-03 Funding Level | 5.8 |

| | |
|---|---|
| **2003-05 Carry-Forward Level** | **3.5** |
| Local Airport Aid & Aviation Planning | 0.7 |
| Local Airport Aid (General Fund) | 0.8 |
| **2003-05 Current Law Budget** | **5.0** |

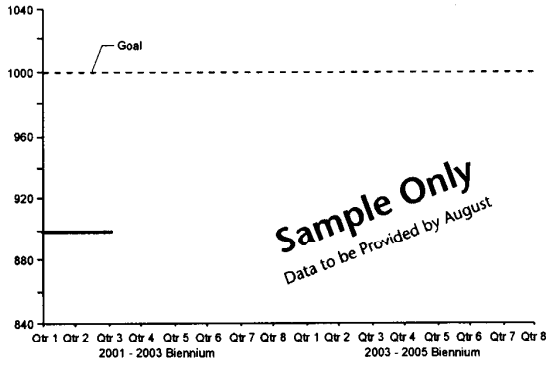
**Aviation Fuel Sales / Dollars per Gallon**
2001-2003 Biennium Compared and 2003-2005 Biennium



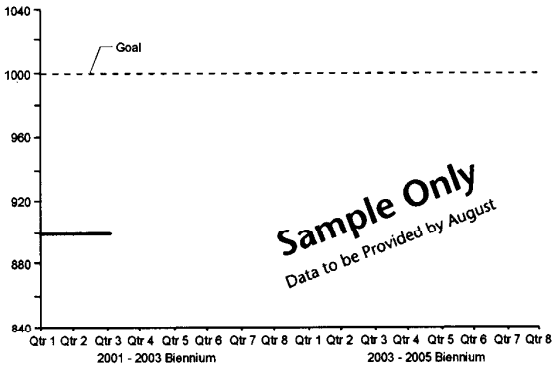

**Customer Survey (JLARC)**
2001-2003 Biennium Compared and 2003-2005 Biennium




**Number of Pilot/Aircraft Registrations**
2001-2003 Biennium Compared and 2003-2005 Biennium



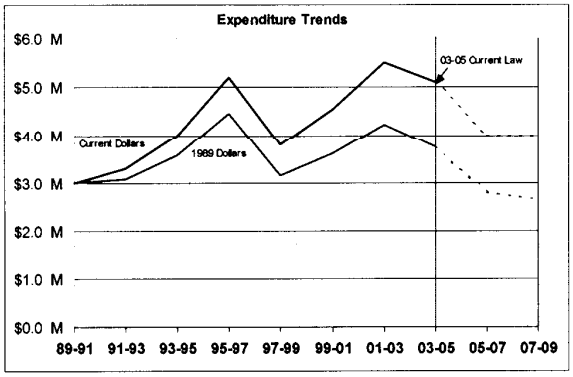

**Grant Program Outcomes (?)**
2001-2003 Biennium Compared and 2003-2005 Biennium



## AVIATION

### 2003-05 Current Law Budget Impact and Objectives

The aviation program will be constrained to available revenues and an additional $0.8M will be requested from the general fund (aircraft related tax sources) for critical airport aid projects. Aviation will continue to seek Federal Aviation Administration planning and construction grants to fund additional projects, including pavement assessment study, pavement maintenance, a community air service study, and airport master plan.




Aviation revenue fluctuations continue to impact the funds available to address the backlog of grant requests to fund local airport needs.

## TRANSPORTATION ECONOMIC PARTNERSHIPS

### 2001-03 Budget in Force

Transportation Economic Partnerships provides management support for development of partnerships with private firms to develop and operate needed transportation facilities and activities. The 2002 Supplemental Budget provided additional funding for a study of private-public partnerships in transportation.

### Funding Summary

| | |
|---|---|
| 2001-03 Funding Level | 1.5 |

| | |
|---|---|
| **2003-05 Carry-Forward Level** | **1.2** |
| Eliminate Program Support for the Public Private Initiatives Program | (0.2) |
| Transfer to Transportation Planning, Data, and Research | (1.0) |
| **2003-05 Current Law Budget** | - |

### 2003-05 Current Law Budget Impact and Objectives

With the Tacoma Narrows Bridge Project in progress and department's role in administering the project is now placed with the Highway Improvements Program. The department is seeking other opportunities for private-public partnerships and assisting and working with developers on specific corporate needs to improve the transportation system.

The department proposes to transfer these activities to the Transportation Planning, Data, and Research program in 2003-05.

## LOCAL PROGRAMS

### 2001-03 Budget in Force

Local Programs administers state and federal funded grant programs. The program exercises local oversight delegated by FHWA and also provides educational and technical support to local agencies, tribal governments, and other transportation partners to help them succeed in meeting their transportation goals. Additionally, this program makes payments to Wahkiakum County for the deficit in ferry operating and maintenance costs. The 2002 Supplemental Budget increased the Wahkiakum Ferry operating subsidy to match actual costs.

Other legislative requirements included in the original and supplemental budgets are as follows:

- Regional transportation governance - Provide funds to the Whatcom County Council to develop, implement, and report on a model.
- Concurrency issues - Study concurrency issues in urban areas marked by multiple contiguous jurisdictions, lead by the City of Bellevue.
- Seattle Sea Wall - Study alternatives for repairing or replacing the seawall with matching contribution from the City of Seattle.
- One-Stop funding - Establish and staff a joint task force that will develop recommendations for a "one-stop funding center" for state funded local grant programs. The report was submitted to the legislature on November 30, 2001.

### Funding Summary

| | |
|---|---|
| 2001-03 Funding Level | 9.3 |
| **2003-05 Carry-Forward Level** | **8.4** |
| Maintenance Administrative Review Program for Local Agencies | 0.2 |
| Right of Way Assistance for Local Agencies | 0.3 |
| Community Partnering Funds | 0.2 |
| Endangered Species Act Training for Local Agencies | 0.4 |
| Wahkiakum County Ferry Operating Subsidy | 0.2 |
| Transfer Bicycle and Pedestrian Planning | 0.3 |
| **2003-05 Current Law Budget** | **10.0** |
| Transportation Efficiencies (ESHB 2304) | 0.2 |
| Disadvantaged Business Enterprise (DBE) Assistance for Local Agencies | 0.2 |
| **2003-05 Referendum 51 Projects** | **0.4** |
| **Total 2003-05 Budget** | **10.4** |

## LOCAL PROGRAMS

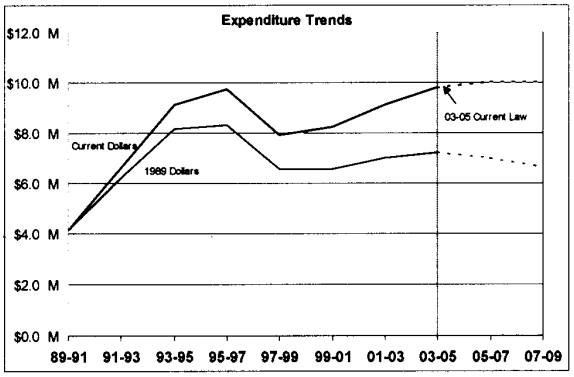
### 2003-05 Current Law Budget Impact and Objectives

The Current Law Budget includes funding to maintain the 2001-03 level of federal oversight and financial support, as well as educational and technical support to local agencies, including cities, counties, ports, transit agencies, tribal governments, and other transportation partners. Funding will help the department meet the increasing requests for assistance from local governments for activities such as:

- The Maintenance Administrative Review Program, providing oversight to local agencies in complying with rules governing maintenance functions as contained within the Endangered Species Act;
- Right of Way compliance, assisting local governments in complying with federal right of way regulations in order to proceed with projects in a timely manner;
- Community Transportation Partnering, coordinating with transportation partners on developing plans in the early stages of projects for activities such items as visioning, preliminary planning, preparing cost estimates and conceptual plans;
- Endangered Species Act Training, implement a program to provide training to local agencies on how to conduct roadway maintenance activities in compliance with regulations contained in the Endangered Species Act; and
- Wahkiakum County, subsidizing ferry operating and maintenance costs for the Puget Island Ferry across the Columbia River.

### 2003-05 Referendum 51 Budget

Referendum 51 funding provides funding for additional staffing necessary in the Office of Equal Opportunity in order to provide local agencies with assistance in complying with Disadvantaged Business Enterprise requirements on federally funded projects.




With reduced local government resources, the department is striving to address additional requests for assistance in meeting ESA and stormwater requirements, consultant and right of way services, etc.

## FACILITIES MAINTENANCE & OPERATIONS

### 2001-03 Budget in Force

Facilities Maintenance and Operations manages department buildings and other capital facilities, and provides preventive and corrective maintenance of the department's 700 buildings statewide including 133 separate maintenance facilities and the six regional headquarters complexes. This includes renovation projects such as roof replacements to maintain facilities in good working condition, site environmental cleanups and other code compliance requirements, and other required services for department facilities.

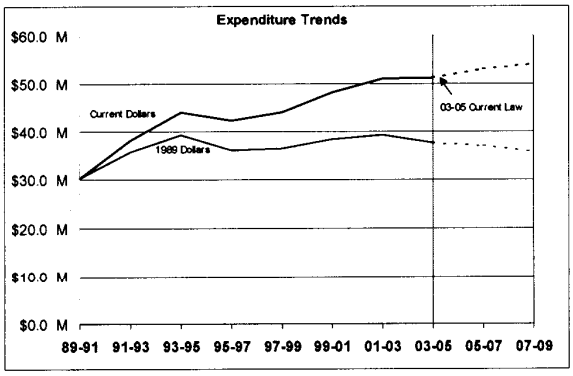
### Funding Summary

| | |
|---|---|
| 2001-03 Funding Level | 28.5 |

| | |
|---|---|
| **2003-05 Carry-Forward Level** | **28.5** |
| Plant Maintenance & Operations Fixed Costs & Backlog of Renovation Projects | 1.2 |
| Local Programs Additional Facilities Costs | 0.1 |
| Program Structure Change - Facilities Lease and Operation | 1.1 |
| Highway Management Reorganization | 0.8 |
| **2003-05 Current Law Budget** | **31.7** |

### 2003-05 Current Law Budget Impact and Objectives

The 2003-05 Current Law Budget for Facilities Maintenance and Operations includes additional resources to maintain the current level of service statewide and to continue addressing the backlog of critical renovation projects.




Funding is projected to decrease but facility operating and maintenance costs increase when new construction and renovation funding is reduced.

Leadership oversight activity increases as a result of the Governor's Efficiency and Reform Bill, Regional Transportation Investments, and preparing for passage or failure of Referendum 51.

## HIGHWAY MANAGEMENT ADMINISTRATION & SUPPORT

### 2001-03 Budget in Force

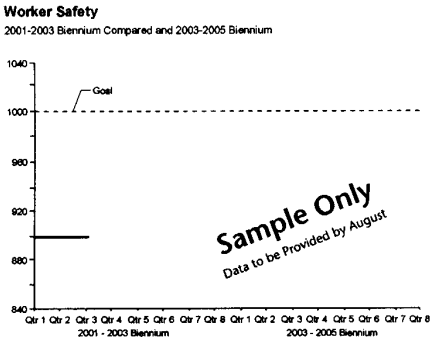
Highway Management Administration and Support is a new budget program proposed for the 2003-05 biennium. The funding summary reflects management support for highway construction and maintenance. This aligns the department financial structure with the existing management structures. Funding is also provided to implement the Environmental Streamlining Bill.

### Funding Summary

| | |
|---|---|
| 2001-03 Funding Level | 22.8 |

| | |
|---|---|
| **2003-05 Carry-Forward Level** | **23.2** |
| Program Development Management & Support Reduction | (1.2) |
| Maintenance & Operations Administration & Support | (0.5) |
| Transfer Regional Management & Support | 12.9 |
| Transfer Environmental Streamlining Funding | (3.1) |
| Transfer Safety Office Funding | 1.0 |
| Highway Management Reorganization | (0.8) |
| **2003-05 Current Law Budget** | **31.5** |

### Performance Measures




### 2003-05 Current Law Budget Impact and Objectives

The 2003-05 Current Law Budget reduces funding for activities associated with management of the highway construction program, as well as administration and oversight of maintenance and operations programs. The reduction for Highway Management and Support may have adverse impacts on program and project delivery to manage potential regional transportation investments and other potential "Mega" projects that may create urgent needs within the department. Programs of this scale and scope, potentially the largest infrastructure building program in the nation, would significantly impact the department's ability to deliver projects, services, and assistance.

The department proposes to:

- Transfer funding for regional management and support and Safety Office from Transportation Management and Support in the 2003-05 biennium.
- Transfer funding for the Environmental Streamlining bill to Highway Construction.

## TRANSPORTATION (GENERAL) MANAGEMENT AND SUPPORT

### 2001-03 Budget in Force

The management and support service functions include Executive Management, Human Resources, Audit, Equal Opportunity, Communications, Governmental Liaison, Budget, Accounting, Financial Planning, Risk Management, and Administrative Services. The 2001-03 funding level excludes the Office of Information Technology, which is proposed to be a separate program in the 2003-05 biennium. The 2002 Supplemental Budget provided funding for court costs for the department's involvement as a defendant in a federal lawsuit involving highway culverts as related to fish habitat issues.

### Funding Summary

| | |
|---|---|
| 2001-03 Funding Level | 39.0 |
| **2003-05 Carry-Forward Level** | **40.3** |
| Reduce Administrative Functions | (1.0) |
| Communications Needs | 1.0 |
| Transfer Regional Management & Support | (12.9) |
| Transfer Safety Office Funding | (1.0) |
| Transfer Funding for the Economics Branch to Financial Planning | 0.8 |
| Transfer Workforce Management | (0.3) |
| **2003-05 Current Law Budget** | **26.9** |
| Transportation Efficiencies (ESHB 2304) | 0.1 |
| **2003-05 Referendum 51 Projects** | **0.1** |
| **Total 2003-05 Budget** | **27.0** |

## TRANSPORTATION (GENERAL) MANAGEMENT AND SUPPORT

### 2003-05 Current Law Budget Impact and Objectives

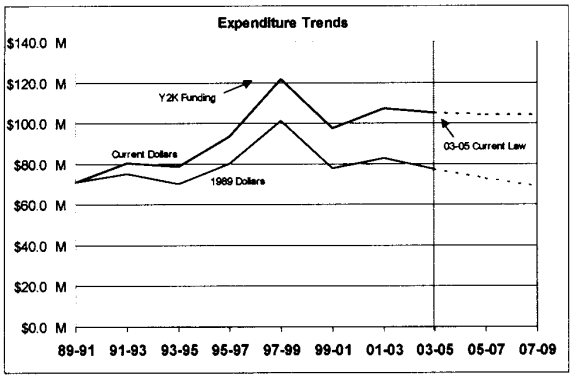
The 2003-05 funding level for Transportation Management and Support is reduced by about ten percent (reduce real dollars five percent and do not provide inflation to maintain purchasing power). However, the program will need to continue to deliver the services it currently provides. The activities each have a role in ensuring that project delivery is timely and accurately accounted for, which will only be heightened if Referendum 51 and the regionalism measures pass.

Communications and Internet investments are funded to ensure accountability to the public. Lower priority business and administrative functions are reduced to offset the accountability priority.

Other activities play important roles in project delivery and will be challenged with addressing leadership and management of the organization; civil service reform; developing employee recruitment and apprenticeship programs; supporting financing activities attendant to bonding and planning for new projects; managing increased purchasing activity; and the growing risk management issues. In addition, increased risk management activity is needed to reduce continuing growth in self-insurance premiums.

The department proposes to:

- Transfer funding for the regional management and support and the Safety Office to Highway Management Administration and Support.
- Transfer funding for Workforce Management to the highway construction program.
- Transfer funding for the Economics Branch from Transportation Data, Planning and Research to Financial Planning.




Funds are projected to decrease while leadership and management oversight activity will increase as a result of the Governor's Efficiency and Reform Bill, Regional Transportation Investments, and preparing for passage or failure of Referendum 51.

## OFFICE OF INFORMATION TECHNOLOGY

### 2001-03 Budget in Force

The 2001-03 funding level reflects the establishment of the Office of Information Technology as a separate program in the 2003-05 biennium.

### Funding Summary

| | |
|---|---|
| 2001-03 Funding Level | 69.9 |
| **2003-05 Carry-Forward Level** | **69.5** |
| Reduce Administrative Functions | (0.8) |
| Reduce System Development Funding | (9.7) |
| Information Technology Initiatives | 5.3 |
| Traffic Operations System Additions | 0.4 |
| WSF Labor Collection Workstations | 0.1 |
| WSF Ongoing Smart Card Costs | 0.5 |
| WSF Technology System Updates | 0.5 |
| WSF Technology Infrastructure | 0.5 |
| WSF MIS Support Costs | 0.1 |
| Program Structure Change - Facilities Lease and Operation | (0.8) |
| **2003-05 Current Law Budget** | **65.6** |
| Transportation Efficiencies (ESHB 2304) | 0.1 |
| **2003-05 Referendum 51 Projects** | **0.1** |
| **Total 2003-05 Budget** | **65.7** |

### 2003-05 Current Law Budget Impact and Objectives

The 2003-05 Current Law Budget includes infrastructure upgrades to accommodate growing electronic technologies for communicating with the public and policy-makers. The department is proposing to assess and develop a modernization strategy / feasibility study for ten critical business systems that support WSDOT's statewide highway construction delivery program. This is needed to provide seamless and efficient access to program, project, accounting, and budget information and to resolve existing data accuracy, integration, and reporting problems. Whether or not Referendum 51 passes in November 2002, major strengthening of information technology systems will be required to execute and maintain appropriate controls and accountability.

## TRANSPORTATION PLANNING, DATA, AND RESEARCH

### 2001-03 Budget in Force

Planning activities include coordination of long-range plan development, working with local jurisdictions and administering pass-through planning funds. Data activities include the collection and analysis of information about traffic volumes, vehicle speeds, and traffic accident frequencies, location and severity. Research activities support highway construction, maintenance and safety along with public transportation, pedestrian and bicycle transportation system needs. The 2002 Supplemental Budget eliminated funding for legislation that did not pass during the 2001 session (2ESSB 5749).

Through specific legislative appropriation DOT is required to collect and enter collision reports into the statewide collision reporting system for local roadway planning and safety analysis; and work on freight mobility issues with the transportation research center. If Referendum 51 passes, this program will be challenged to support many new activities under the Governor's Efficiency and Reform Bill. Many of these activities, or related issues, are already being conducted to produce the departmental Gray Notebook and other efforts at performance measurement, accountability and improved reporting to the public.

**Funding Summary**

| | |
|---|---|
| 2001-03 Funding Level | 44.1* |

| | |
|---|---|
| **2003-05 Carry-Forward Level** | **31.9** |
| Functional Class Data Base | (0.1) |
| GPS Training | (0.2) |
| Regional Planning/System Planning | (0.8) |
| Program Administration and Support | (0.2) |
| Economics Office | (0.3) |
| Collision Reporting Project | 2.7 |
| Transfer Transportation Economic Partnership Funding | 1.0 |
| Transfer Bicycle and Pedestrian Planning | (0.2) |
| Transfer Funding for the Economics Branch to Financial Planning | (0.8) |
| **2003-05 Current Law Budget** | **33.0** |

| | |
|---|---|
| Transportation Efficiencies (ESHB 2304) | 1.1 |
| **2003-05 Referendum 51 Projects** | **1.1** |

| | |
|---|---|
| **Total 2003-05 Budget** | **34.1** |

## TRANSPORTATION PLANNING, DATA, AND RESEARCH

### 2003-05 Current Law Budget Impact and Objectives

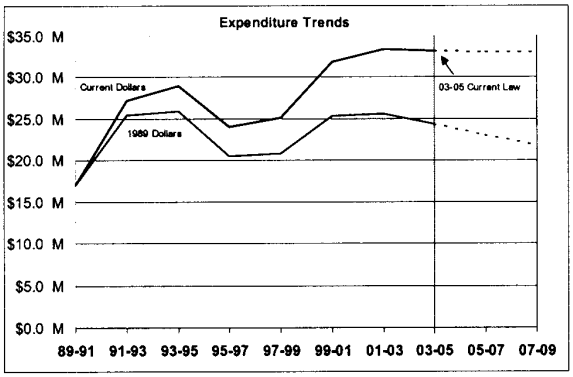
The 2003-05 Transportation Planning, Data, Research Program is reduced by about five percent. Minimal reductions will be in data collection and/or research areas with lower priority activities. The resources previously designated for the Washington Transportation Plan, which is now complete, have already been shifted to Strategic Assessment and Measurement processes. Headquarter planning technical assistance that supports the regions' corridor analysis will be significantly reduced. The regions' corridor planning activities will also be significantly reduced. Reducing corridor planning, which results in scoping and project definition, may delay project delivery. The department will also eliminate the maintenance of the Functional Class (of highways) database and training on Global Positioning System mapping-grade inventory data collection.

The effect of reductions on the ability to use federal funds will continually be assessed in relation to the department's policies and priorities, and the topic fully covered with the Commission as budget details are proposed.

Planning priority activities will be funded to meet public expectations necessary to advance projects quickly should Referendum 51 be approved. Contingent on passage of Referendum 51, multiple planning and oversight requirements are added. Requirements involve priority programming, analytic tools to measure the benefits and costs across programs (Multimodal Investment Choice Analysis – MICA) and other performance measurements, modeling tools, and staff support for certification processes. If Referendum 51 does not pass, the department is still responsible to finalize the research and operational phase of MICA, as well as refinements to the Puget Sound Regional Council's transportation demand-modeling tool in order to evaluate investments.

The department proposes to:

- Transfer the activities from Transportation Economic Partnerships to this program
- Transfer funding for the Economics Branch to Transportation Management and Support




Increased funding levels in 1999-01 and 2001-03 ensure staff resources to review, modify, and complete the department's Washington Transportation Plan. These funding levels are subsequently reduced in ensuing biennia.

## CHARGES FROM OTHER AGENCIES

### 2001-03 Budget in Force

WSDOT's allocated share of statewide general overhead activities includes the Office of the State Auditor, the Department of Personnel, the Department of General Administration, the Secretary of State, and the Office of Minority and Women's Business Enterprises. A major component (about $32M) is the WSDOT contribution to the State's self-insurance costs. The 2002 Supplemental Budget provided funding for increased costs for tort liability premiums, indemnity, and tort defense.

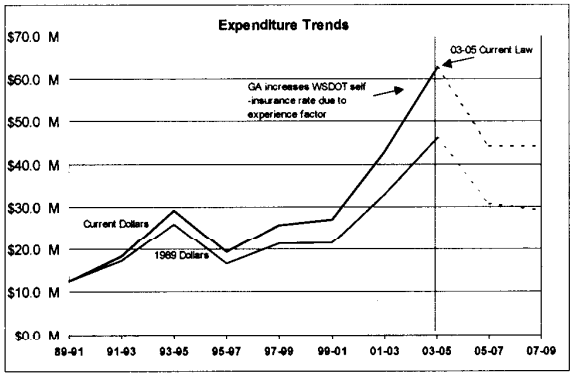
### Funding Summary

| | |
|---|---|
| 2001-03 Funding Level | 42.8 |

| | |
|---|---|
| **2003-05 Carry-Forward Level** | **42.8** |
| Capital Project Surcharge | 0.5 |
| Self Insurance Liability Premium | 18.1 |
| Cost of Services from Governor's Office & OFM | 0.5 |
| Collective Bargaining | 0.3 |
| **2003-05 Current Law Budget** | **62.2** |

### 2003-05 Current Law Budget Impact and Objectives

An increase of $18.1 million is provided for liability costs as directed by the Office of Financial Management. Highway system historical loss experience was driven significantly upward by a number of lawsuits with extremely high liabilities. Effective risk management activity will be in place to reduce future highway premiums and marine liability reimbursements. Additional funding is provided for capital project surcharge and new charges for Office of Financial Management services and collective bargaining. Although the department is working actively to constrain services and associated charges from other agencies, the department is limited in its ability to control many external charges.



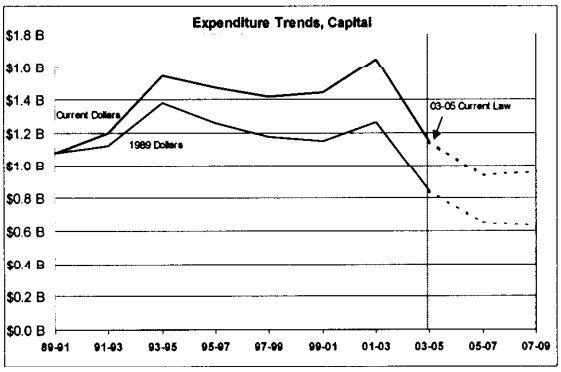

Risk management costs have increased and are projected to increase in future biennia.

# Capital Program Detail

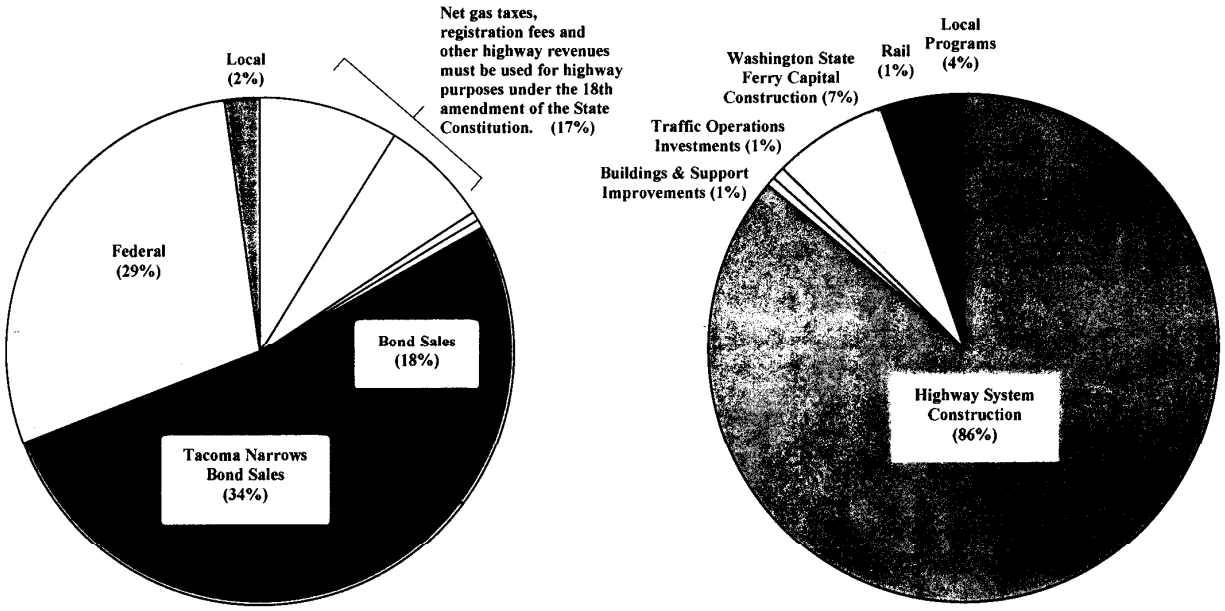
## CAPITAL PROGRAMS OVERVIEW

The 2003-05 Current Law Capital Budget allocates resources primarily to the programs and activities that will preserve Washington State's existing system. The Current Law Budget was developed with the following assumptions:

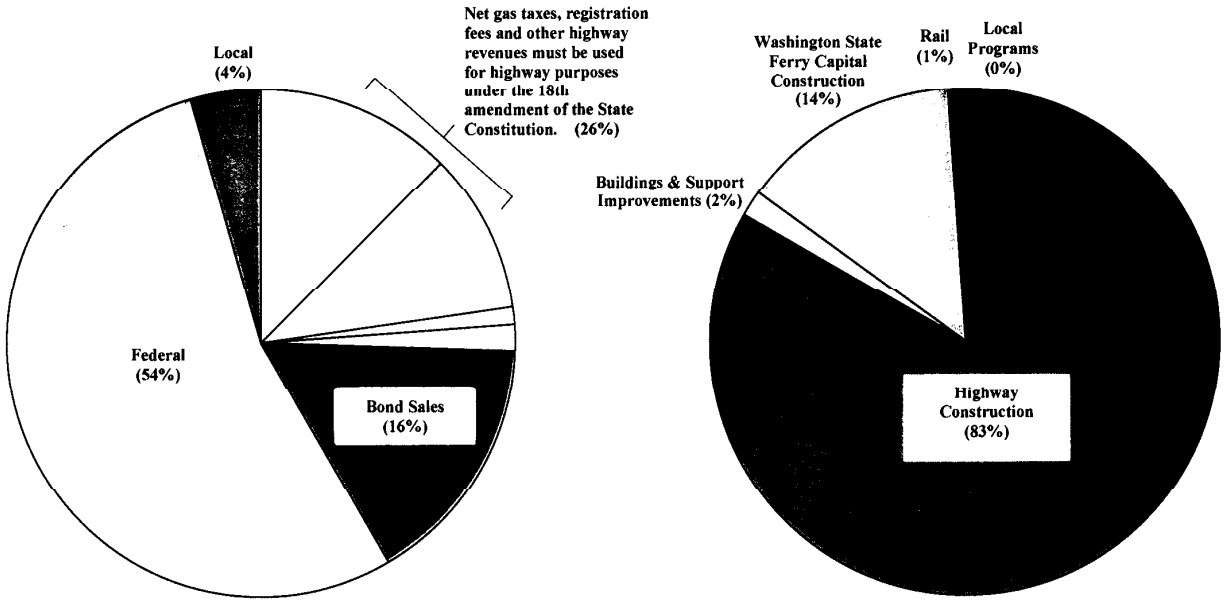
- Construction work currently in progress is funded as the first priority.
- Traffic Operations is held to its 2001-03 funding level for the 2003-05 biennium.
- Flexible state funding for Rail is held to the 2001-03 level.
- Local Programs is held to funding for the State Infrastructure Bank.
- The Ferry program is funded for necessary preservation projects only with a small contingency for emergency repairs.



# 2001-03 CAPITAL FUND SOURCES AND USES




# 2003-05 CURRENT LAW CAPITAL FUND SOURCES AND USES



## CAPITAL BUDGET

Dollars in millions

| | 2001-03 Budget Now in Force* | 2003-05 Current Law Proposed Budget | 2003-05 Referendum 51 Pro Forma |
|---|---|---|---|
| **Highways** | | | |
| Capital Facilities | 13.0 | 20.0 | 20.0 |
| Highway Improvements | 739.6 | 422.2 | 1,597.8 |
| Tacoma Narrows Bridge | 846.3 | - | - |
| Highway Preservation | 557.7 | 540.2 | 542.6 |
| Traffic Operations | 24.2 | - | - |
| Highways total | 2,180.8 | 982.4 | 2,160.4 |
| **Ferries** | | | |
| Ferries Construction | 177.4 | 161.0 | 209.9 |
| **Rail** | | | |
| Rail | 21.4 | 10.7 | 383.3 |
| **Transportation Partnerships** | | | |
| Transportation Economic Partnerships | 1.4 | - | - |
| Local Programs | 111.3 | 2.3 | 98.8 |
| **Total** | **2,492.3** | **1,156.4** | **2,852.4** |

* 2001-03 Budget Now in Force includes 2001-03 Original Enacted Transportation Budget plus 2002 Supplemental Transportation Budget Changes.

** 2001-03 Budget Now in Force for Local Programs also includes $17.7M for Columbia River Dredging from the 2002 Capital Budget (Omnibus).

## CAPITAL FACILITIES (BUILDINGS AND OTHER SUPPORT FACILITIES IMPROVEMENTS)

### 2001-03 Budget in Force

Capital Facilities includes capital improvements to the Department's buildings and other facilities.

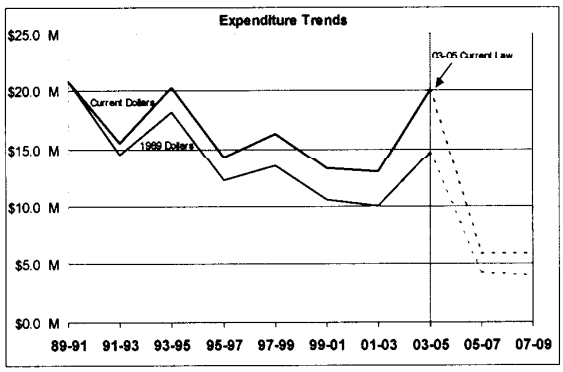
### Funding Summary

| | |
|---|---|
| 2001-03 Budget Now In Force (Appropriated) | 13.0 |

| | |
|---|---|
| *Work in Progress* | |
| Euclid Avenue Light Industrial, Chelan | 4.2 |
| Vancouver Complex (certification of participation payment) | 5.7 |
| Seattle Maintenance Facility (Spokane Street) | 4.6 |
| Pomeroy Section Maintenance Facility, Garfield Co. | 1.0 |
| Sand Sheds, Radio Systems, Minor Projects, Staff | 2.5 |
| *Design Starts* | |
| Ephrata, Tri-Cities, and Vancouver Designs | 2.0 |
| **2003-05 Current Law Budget** | **20.0** |

### 2003-05 Current Law Budget Impact and Objectives

The Current Law Budget includes funding to complete work in progress on the Wenatchee, Spokane Street Maintenance facility in Seattle, and Pomeroy maintenance facilities. Also funds are provided to complete sand sheds, to enhance radio communications, to complete minor region projects, and to make the final debt service payment on the Vancouver Southwest Region Office. Funding will allow design starts on the Ephrata, Tri-Cities, and Vancouver maintenance facility projects. Funding is not included for site acquisition for the new Olympic Region Support Complex, currently in final site selection.




Funding to provide adequate facilities is decreasing.

Strategies may need modifying to replace or renovate facilities, increasing "short term rehabilitation fixes" which are less cost effective than replacement of obsolete facilities.

## TRAFFIC OPERATIONS

### 2001-03 Budget in Force

Traffic Operations' projects improve commercial vehicle operations, traveler information, and safety and congestion relief by applying advanced technology to transportation. Current major projects include traveler information system investments; commercial vehicle information systems and network (CVISN); other commercial vehicle operations investments (US/Canada Border Crossing efficiencies); and federal safety demonstration projects. The department will begin 17 new projects using matching funds from highway construction program in FY 2003.

### Funding Summary

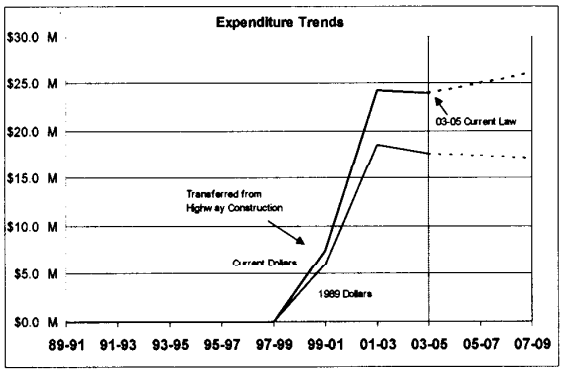
| | |
|---|---|
| 2001-03 Budget Now In Force (Appropriated) | 24.2 |

| | |
|---|---|
| ITS/Intermodal Freight Projects - Work in Progress | 4.2 |
| CVISN Deployment | 2.4 |
| ITS/Intermodal Freight Projects - New Starts | 17.4 |
| Transfer Traffic Operations Capital to Highway Improvements | (24.0) |
| **2003-05 Current Law Budget** | - |

### 2003-05 Current Law Budget Impact and Objectives

The department will complete 17 ongoing projects, and begin 15-20 new projects, which improve traffic flow, such as traffic and weather information cameras for motorist and media use, electronic freeway entrance equipment to enable traffic signal timing to be automatic in response to traffic flow, traveler information systems and electronic signing for motorist traffic advisory, and the commercial vehicle information system and networks to continue enhancing freight mobility. The department expects to obtain additional federal funding from the nationwide "system security" proposal recently approved by the U.S. Congress. The Current Law Budget for state funds ($12 M) may limit the ability to provide the necessary match for all federal funding for the proposed projects.

The department proposes to transfer these activities to highway construction improvements in 2003-05.




Traffic Operations, Capital was established in 1997-99. Prior work was considered highway construction safety and mobility activities.

Enhanced traffic flow operations with the existing infrastructure increases the need for information technology projects.

## RAIL

### 2001-03 Budget in Force

State investment in the capital components of the passenger rail program includes track improvements and acquisition of passenger train equipment. This program also provides capital grants for light density freight rail systems and the Washington Fruit Express. The 2002 Supplemental Budget reduces funding to meet the projected funding shortfalls. Funding is eliminated for the Yelm freight capital project, which is not expected to advance this biennium.

### Funding Summary

| | |
|---|---|
| 2001-03 Budget Now In Force (Appropriated) | 21.4 |

| | |
|---|---|
| Intercity Rail Passenger Capital Improvements | 4.5 |
| Freight Rail Assistance Capital Improvements | 4.0 |
| Washington Produce/Fruit Express - Lease Account | 2.2 |
| **2003-05 Current Law Budget** | **10.7** |

| | |
|---|---|
| Statewide Intercity Rail Passenger Program | 342.2 |
| Freight Rail Assistance | 28.1 |
| Washington Produce/Fruit Express | 2.3 |
| **2003-05 Referendum 51 Projects** | **372.6** |

| | |
|---|---|
| **Total 2003-05 Budget** | **383.3** |

## RAIL

### 2003-05 Current Law Budget Impact and Objectives

**Freight Rail -** $4.0M would be provided for freight rail investment that enhances economic development, preserves and expands rail activities (particularly in rural areas), and further develops relationships between the department and local, regional, and statewide entities.

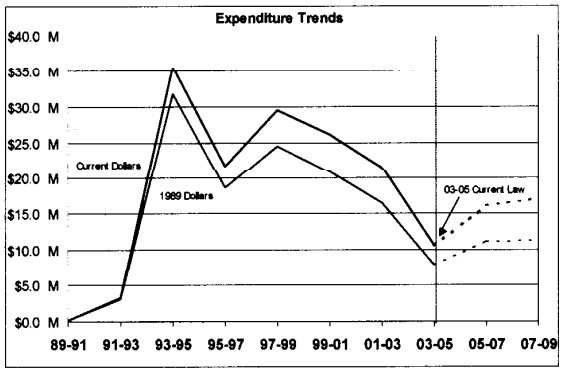
The Current Law Budget also includes $2.2M in the 2003-05 biennium and $1.9M in subsequent biennia for the Washington Fruit/Produce Express Lease Account. The sublease payments for the use of refrigerated railcars are deposited in this account. Expenditures from this account would be for WSDOT's lease payments for the railcars.

**Rail Passenger -** The remainder of the available funding in the Current Law Budget would provide for projects to keep the track in condition to maintain existing travel times for Amtrak Cascades.

The Current Law Budget includes $0.6M in the 2003-05 biennium and $0.7M in the subsequent biennia for federal funds under the Grade Crossing Hazard Elimination Program of TEA 21. These funds can only be used for grade-crossing treatments in the Amtrak Cascades corridor.

### 2003-05 Referendum 51 Budget

Referendum 51 provides funding for additional capital investments in the rail passenger infrastructure, and provides grants and loans for the preservation of freight rail service and rehabilitation of light density rail lines. This includes federal funds based on the assumption that federal legislation will be enacted to increase support for intercity passenger rail investments. It also provides funding for construction of "truck to rail" transload sites for the Washington




Plans to continue expanding the program were dramatically impacted by the loss of the motor vehicle excise tax.

## WASHINGTON STATE FERRIES CONSTRUCTION

### 2001-03 Budget in Force

WSDOT makes capital investments in the Ferry System through the WSF Construction Program. The program preserves existing and builds new ferry terminals and vessels. It contains three major activity categories: terminals, vessels, and emergency repairs. WSF's infrastructure includes 29 vessels, 20 terminals and the Eagle Harbor Maintenance Facility. Preservation contracts will be completed at Clinton, Anacortes, Southworth, Bainbridge Island, Eagle Harbor, Fauntleroy, Seattle, and Kingston terminals and vessel preservation will continue throughout the fleet. A used passenger-only ferry will be purchased and two older passenger ferries will be sold. The 2002 Supplemental Budget reduced funding by $10 million to meet funding shortfalls. The ferry system will defer activities on the MV Elwha, the Issaquah class vessels, and the Port Townsend terminal to the 2003-05 biennium.

Proceeds from the sale of the MV Kalama and MV Skagit passenger ferries are assumed to partially offset the purchase or lease-purchase of one passenger ferry. The department shall provide staff support to a legislative oversight committee that will produce a study of the Eagle Harbor maintenance facility by December 10, 2002.

### Funding Summary

| | |
|---|---|
| 2001-03 Budget Now In Force (Appropriated) | 177.4 |

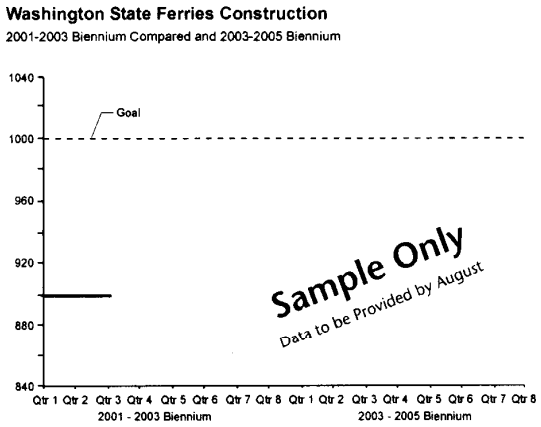
| | |
|---|---|
| Emergency Repairs | 5.0 |
| Terminal Construction | 71.0 |
| Vessel Construction Activities | 85.0 |
| **2003-05 Current Law Budget** | **161.0** |

| | |
|---|---|
| Four Replacement Auto-Passenger Ferries | 9.9 |
| Catch-up Preservation of Ferry Infrastructure | 17.5 |
| Mukilteo Multi-modal Ferry Terminal | 11.7 |
| Anacortes Multi-modal Ferry Terminal | 2.1 |
| Seattle Ferry Terminal Pier 48 Acquisition | 1.9 |
| Expanded Passenger-only Ferry Service | 4.6 |
| Edmonds Crossing Multi-modal Terminal | 1.2 |
| **2003-05 Referendum 51 Projects** | **48.9** |

| | |
|---|---|
| **Total 2003-05 Budget** | **209.9** |

## WASHINGTON STATE FERRIES CONSTRUCTION

### Performance Measure

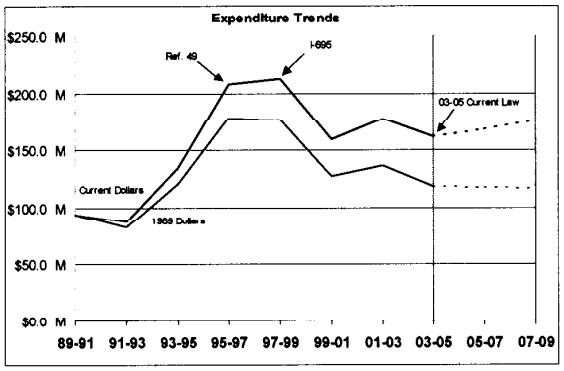



### 2003-05 Current Law Budget Impact and Objective

The proposed current law budget for 2003-05 includes $5 million for emergency repairs, $71 million for terminal construction and $85 million for vessel construction activities. The Joint Task Force on Ferries (JTFF) recommended a preservation funding level of $196 million per biennium for WSF. Current preservation funding levels fall short of the JTFF recommended levels. Referendum 51 addresses that shortfall and funds $100 million for preservation activities to reach the JTFF recommended levels for ferry system preservation.

### 2003-05 Referendum 51 Budget

Referendum 51 will fund several critical capital investments for ferries. Plans include building four auto-passenger ferries to replace aging vessels; terminal renovation projects at Edmonds, Mukilteo, Seattle, and Anacortes ferry terminals; and key infrastructure to expand passenger-only ferry service on Puget Sound.




Ferries have been in a preservation mode since loss of motor vehicle excise tax.

## TRANSPORTATION ECONOMIC PARTNERSHIPS

### 2001-03 Budget in Force

All technical and project related efforts to implement the state's public private initiatives are included in the program.

### Funding Summary

| | |
|---|---|
| 2001-03 Budget Now In Force (Appropriated) | 1.4 |
| **2003-05 Current Law Budget** | - |

### 2003-05 Current Law Budget Impact and Objectives

The Tacoma Narrows Bridge Project is in progress and WSDOT's role in administering the project is now placed in Highway Improvements. Funds for future Public Private Initiatives projects are eliminated.

## LOCAL PROGRAMS

### 2001-03 Budget in Force

Local Programs distributes federal funds for over 1,500 local agency transportation projects. Local Programs also includes state funding for local agency grant programs. Projects include city fish passage projects, school safety projects, pavement preservation, Columbia River dredging, and various congestion relief projects. In addition, the freight mobility projects selected by the Freight Mobility Strategic Investment Board are included in the Local Programs budget. The 2002 Supplemental Budget transferred funding for one Traffic Safety Near School project on the state highway system to the Improvement Program. Also, funding is adjusted to compensate for the higher than expected expenditures in the previous biennium. Other legislative requirements and/or provisos included in the original and supplemental budget and in the state's capital budget are as follows:

- Columbia River Dredging – Funds first and second phases of the dredging project in coordination with the State of Oregon.
- Grant Programs/Projects – Funds grants for small city pavement preservation and traffic and pedestrian safety improvements near schools.
- Transfer ability - Allows state and federal fund transfers between Local Program and Highway Construction to manage projects more efficiently, with a requirement to report on any activity by December 1, 2002.

### Funding Summary

| | |
|---|---|
| 2001-03 Budget Now In Force (Appropriated) | 111.3 |

| | |
|---|---|
| State Infrastructure Bank | 1.8 |
| High Cost Bridge Inspection | 0.5 |
| **2003-05 Current Law Budget** | **2.3** |

| | |
|---|---|
| Freight Mobility | 82.5 |
| Main Street Pavement Program | 5.0 |
| School Safety Program | 3.0 |
| CERB-Rural Economic Vitality | 6.0 |
| **2003-05 Referendum 51 Projects** | **96.5** |

| | |
|---|---|
| **Total 2003-05 Budget** | **98.8** |

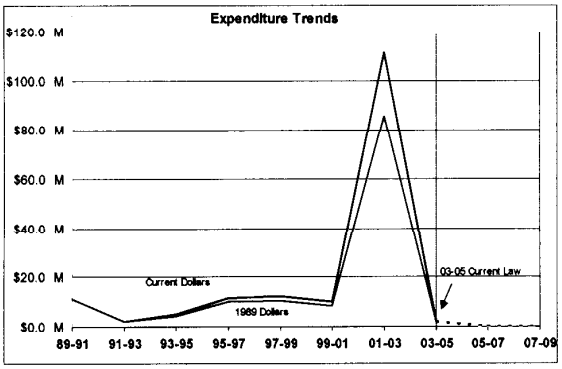
## LOCAL PROGRAMS

### 2003-05 Current Law Budget Impact and Objectives

The Current Law Budget is earmarked for the State Infrastructure Bank and state funds to match federal funding for bridge inspections for local agencies. However, legislative intent may be to continue funding pavement preservation, school safety, and local freight projects at the ten-year plan level.

### 2003-05 Referendum 51 Budget

Referendum 51, if approved by the public vote, will fund a variety of freight mobility, pavement, school safety, and rural economic projects. The freight mobility funding would be provided for 21 local freight projects to optimize freight mobility by reducing barriers on WA freight corridors. The selected projects will lessen the impact of the movement of freight on local communities. The Main Street Pavement Program would provide funding to cities with a population under 10,000 with the goal of maintaining city streets with pavement conditions. The School Safety Program would provide funds for traffic and pedestrian safety improvements near schools. The funds designated for Rural Economic Vitality would provide grants for transportation capital investments that benefit economic development in rural areas, limited to cities with a population of 10,000 or less.



## HIGHWAY CONSTRUCTION

### 2001-03 Budget in Force – Improvements

Highway Improvements provides funding for projects that increase a highway's capacity to move more vehicles, correct highway safety deficiencies, improve the movement of freight and goods, and reduce environmental impacts resulting from highway construction projects. Approximately $800 million was added in the 2002 Supplemental Budget for the Tacoma Narrows Bridge project and funding for other projects was reduced approximately $59.6 million. The Supplemental Budget reduction, combined with cost increases for projects under construction, necessitated deferral of numerous other projects.

### 2001-03 Budget in Force - Preservation

Highway Preservation funding is provided to preserve the structural integrity of the state highway system. Projects for capital investment in the existing highway system include preservation or rehabilitation of roadway pavements, bridges, and other structures and facilities. For the 2001-2003 biennium, funding is provided for asphalt pavements to be restored at the optimum rate, but does not provide for "catch up" of the paving backlog. Funding for concrete pavements is minimal, providing only for spot repair of the worst problems.

### Funding Summary - Improvements

| | |
|---|---|
| 2001-03 Budget Now In Force (Appropriated) | 1,585.9 |
| **2003-05 Current Law Budget** | **422.2** |
| **2003-05 Referendum 51 Projects** | **1,175.6** |
| **Total 2003-05 Budget** | **1,597.8** |

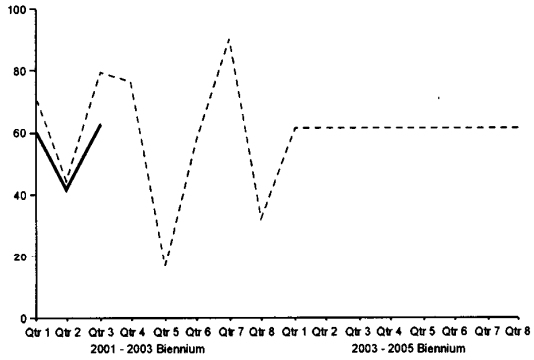
### Funding Summary - Preservation

| | |
|---|---|
| 2001-03 Budget Now In Force (Appropriated) | 557.7 |
| **2003-05 Current Law Budget** | **540.2** |
| **2003-05 Referendum 51 Projects** | **2.4** |
| **Total 2003-05 Budget** | **542.6** |

## HIGHWAY CONSTRUCTION

### Performance Measures

**Number of Highway Construction Projects That Met the Sceduled Advertising Date**
2001-2003 Biennium Compared and 2003-2005 Biennium




The majority of planned highway improvements and preservation projects were put out to bid for construction as scheduled. Cash flow for these projects has exceeded expectations in the first half of the biennium, as WSDOT has implemented improved project management methods.

## HIGHWAY CONSTRUCTION

### 2003-05 Current Law Budget Impact and Objectives

Work in progress from the 2001-03 biennium is 67 percent of the available 2003-2005 funding for Highway Construction programs, leaving only approximately $300 million to fund new project starts and support activities. This high percentage of work in progress is the result of a decline in the size of these programs in recent biennia. This has limited funding to undertake new projects. The fact that so much of the available funding is committed to work in progress precludes funding most of the subprograms at the recommended 2003-2022 Highway System Plan level.

**Highway Preservation Program**

Funding of $540 million is provided for Preservation subprograms as follows:

- Roadway Preservation $256 million
- Structures Preservation $213 million
- Other Facilities Preservation $71 million

Due to funding constraints, most Preservation subprograms are funded at below the Highway System Plan level. This low level of investment will result in a backlog of paving, bridge preservation, and other facilities preservation needs that will, as a result, cost substantially more to preserve or rebuild in future biennia. Details of the Preservation subprograms follow:

**Roadway Preservation**
The funding level proposed for the Roadway Preservation Program allows funding Bituminous Surface Treatment (BST) at the Highway System plan level of $21 million, Asphalt Pavement Preservation at 89% ($220 million) of the Highway System Plan level and Concrete Pavement preservation at 8% ($15 million) of the Highway System Plan. These investment levels ensure that state BST continues using a lowest lifecycle approach. However this level of funding for Asphalt Pavements results in accumulation of approximately 176 additional past due miles creating an increase in the long-term cost of preserving the state highway system. The low level of investment in Concrete Pavement preservation will result in further increasing the backlog of concrete pavement needs requiring funding in future biennia.

**Structure Preservation**
The Structure Preservation Program is shown as exceeding the Highway System Plan to accommodate expenditures for replacement of the East-Half of the Hood Canal Bridge. However, other categories in this subprogram are well below system plan level, to allow for construction of the bridge. The proposed level of funding for Seismic Retrofit will result in completion of the Seismic Retrofit Program later than the current twenty-year goal. Other bridge preservation and replacement work will be slightly below the system plan level. This will result in creation of a backlog of bridge preservation needs that will require funding in future biennia.

**Other Facilities Preservation**
The recommendation for Rest Area Preservation is 50% of the system plan level. For the 2003-05 biennium the priorities are to preserve sewer and water systems and keep rest areas open.

Funding of Major Drainage and Electrical Systems at 26% of the Highway System Plan, Unstable Slopes at 13% of the System Plan and Weigh Stations at 38% of the System Plan will result in creation of a backlog of preservation needs that will require funding in future biennia.

## 2003-05 Current Law Budget Impact and Objectives

**Highways Improvement Program**

In addition to the high level of work in progress in the Improvement Program, the department was required to implement a reduction of $45.7 million as part of the 2002 Supplemental Budget. This shortfall caused numerous Improvements projects to be delayed until the 2003-2005 biennium, or to be put on hold indefinitely.

The Improvement program for 2003-2005 has been developed with the dual goals of delivering projects that are ready to construct, while maintaining an adequate level of investment in preconstruction activities to ensure delivery of the ongoing program in future biennia.

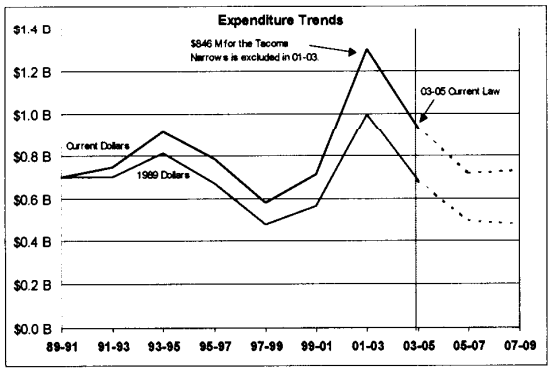
Funding of $422 million is provided for Improvement subprograms as follows:

- Mobility Improvements $249 million
- Stand-Alone Safety Improvements $92 million
- Economic Initiative Improvements $69 million
- Environmental Retrofit Improvements $12 million

Due to funding constraints, all Improvements subprograms are funded below Highway System Plan levels. This low level of investment will result in further delay of needed improvements. Stand-alone safety improvements will be delivered at approximately 40% of the recommended Highway System Plan level, barely satisfying the Federal Highway Administration's requirements. $30 million will be programmed to begin construction on some deferred 2001-03 Mobility Improvement projects. 50 projects deferred in 2001-2003 are not programmed under this budget, and are on hold indefinitely.

## 2003-05 Referendum 51 Budget

Referendum 51 funds a variety of highway improvements construction projects specifically appropriated by the 2002 Legislature in ESHB 6347. The projects include major endeavors such as State Route 18, 167, 509, 395, and 520; Interstate 90 and Interstate 405; Alaskan Way Viaduct; and numerous other mobility and economic initiative projects, HOV, safety, and environmental projects.



## 2003-05 Highway Construction Subprogram Levels

Dollars in Thousands

| Preservation Program | Enacted 2001-03 Budget | Proposed 2003-05 Budget | Work in Progress | 2002 Highway System Plan |
|---|---|---|---|---|
| **Roadway Preservation (P1)** | | | | |
| Bituminous Surfacing | | 21,000 | 4,258 | 20,560 |
| Asphalt Pavement | | 220,000 | 88,675 | 245,890 |
| Concrete Pavement | | 15,000 | 15,000 | 182,000 * |
| **Structures Preservation (P2)** | | | | |
| Hood Canal East Half Replacement | | 102,000 | 98,100 | 53,000 |
| Other Bridge Preservation | | 35,000 | 15,000 | 53,000 |
| Bridge Replacement | | 54,000 | 54,000 | 41,000 |
| Seismic Retrofit | | 22,000 | 4,000 | 28,000 |
| **Other Facilities Preservation (P3)** | | | | |
| Safety Rest Areas | | 3,000 | 50 | 6,000 |
| Major Drainage and electrical | | 12,000 | 9,534 | 33,000 |
| Unstable Slopes | | 22,000 | 18,537 | 173,800 |
| Weigh Stations | | 5,000 | 3,234 | 13,300 |
| Preservation Program Support | | 29,000 | - | 36,200 |
| Leases, Program Structure Change | | (100) | - | - |
| Workforce Program Structure Change | | 300 | - | - |

| Improvements Program | Enacted 2001-03 Budget | Proposed 2003-05 Budget | Work in Progress | 2002 Highway System Plan |
|---|---|---|---|---|
| **Mobility Improvement (I1)** | | | | |
| Core HOV System | | 20,000 | 19,000 | 325,000 |
| Mobility Improvements | | 204,892 | 167,000 | 2,430,000 |
| Bicycle and Pedestrian Planning, Program Structure Change | | (200) | - | - |
| Q Capital, Program Structure Change | | 24,000 | - | - |
| **Mobility Improvement (I1) Subtotal** | **445,000** | **248,692** | **186,000** | **2,755,000** |
| **Safety Improvement (I2)** | | | | |
| Safety Projects (may or may not include 01-03 deferrals) | | 92,000 | 69,000 | 232,000 |
| **Safety Improvement (I2) Subtotal** | **147,000** | **92,000** | **69,000** | **232,000** |
| **Economic Initiatives (I3)** | | | | |
| SR 18 (Special C) | | 50,300 | 44,000 | 27,341 |
| Other Economic Initiatives | | 18,995 | 13,000 | 236,000 |
| **Economic Initiatives (I3) Subtotal** | **125,000** | **69,295** | **57,000** | **263,341** |
| **Environmental Retrofit (I4)** | | | | |
| Stormwater Runoff | | 2,000 | 1,000 | 116,500 |
| Fish Barrier Removal | | 5,113 | 1,000 | 13,500 |
| Noise Reduction | | 1,000 | 1,000 | 5,400 |
| Air Quality | | 1,000 | 1,000 | - |
| Environmental Streamlining, Program Structure Change | | 3,100 | - | - |
| **Environmental Retrofit (I4) Subtotal** | **23,000** | **12,213** | **4,000** | **135,400** |
| **Total Highway Improvement** | **740,000** | **422,200** | **316,000** | **3,385,741** |
| **Current Law Proposal** | | **962,400** | | |

* Commission approved a lower level for 03-05, ramping up to this level in 2007-2009

# Highway Construction Program

## 2003-05 Preservation Investments

Dollars in Millions

## Preservation Details

| | Preservation Proposal | | Work in Progress | Highway System Plan |
|---|---|---|---|---|
| **Roadway Preservation** | | | | |
| Bituminous Surface Treatment | $21 | (100% of HSP BST) | $4 | $21 |
| Asphalt Concrete Pavement | $220 | (89% of HSP Asphalt adds app. 176 miles to past due) | $89 | $246 |
| Portland Cement Concrete Pavement | $15 | (Concrete, Work in Progress Only) | $14 | $182 |
| **Subtotal** | **$256** | | **$107** | **$449** |
| **Structures Preservation** | | | | |
| Hood Canal East Half Replacement | $102 | | $98 | $53 |
| Other Bridge Preservation | $38 | (72% of HSP) | $15 | $53 |
| Bridge Replacement | $54 | (132% of HSP w/HCB) | $54 | $41 |
| Seismic Retrofit | $22 | (Extends Completion of Seismic Retrofit to beyond 20 years) | $4 | $28 |
| **Subtotal** | **$216** | | **$171** | **$175** |
| **Other Facilities Preservation** | | | | |
| Rest Area Preservation | $3 | (50% of HSP) | $0 | $6 |
| Unstable Slope Stabilization | $22 | (13% of HSP) | $19 | $174 |
| Weigh Stations | $5 | (38% of HSP) | $3 | $13 |
| Major Drainage/Electrical | $12 | (26% of HSP) | $10 | $33 |
| Preservation Program Support | $26 | (72% of HSP) | $0 | $36 |
| **Subtotal** | **$68** | | **$32** | **$262** |
| **Total Preservation** | **$540** | | **$310** | **$886** |

# Sources of Funds and Ten-Year Financial Plan

# Sources of Funds and Ten-Year Financial Plan

This chapter discusses the source of funds that support the 2003 - 2005 budget submittal.

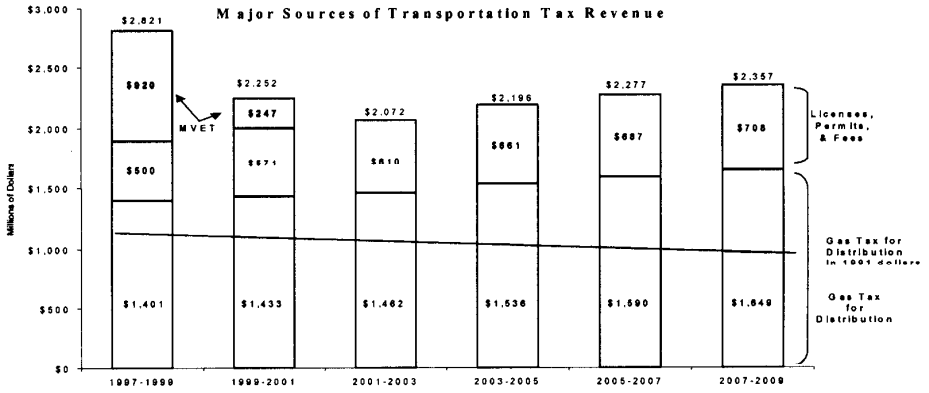
## Sources of Funds

The Transportation Commission's budget proposal displayed in earlier chapters and the supporting ten-year financial plan are funded by a variety of transportation revenues and funds. State transportation taxes, ferry fares, local funds, and federal funds are all used to fund transportation projects. State transportation revenues are also committed in part for debt service on long-term bonds; the proceeds of new bond issues will also be used for project funding in the 2003 – 2005 budget.

## State Transportation Taxes

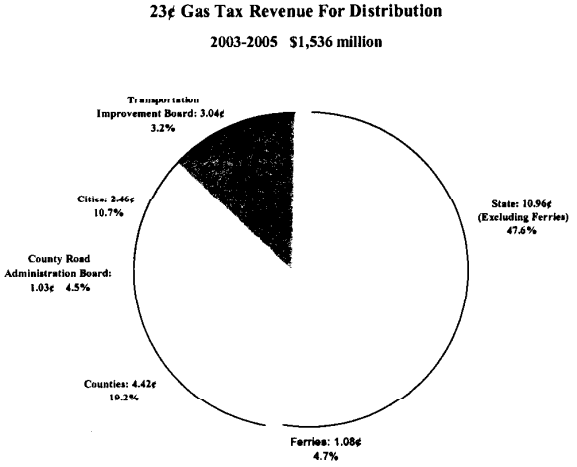
Washington funds state transportation spending mostly from the gas tax, and revenues from licenses, permits, and fees. Until January 2000 transportation was also funded by a portion of proceeds from the Motor Vehicle Excise Tax (MVET). The passage of Initiative 695 in 1999 eliminated the MVET

A history and forecast of major state transportation taxes is shown in the following chart.




## Gas Taxes

The state gas tax, set at 23¢/gallon since 1991, is expected to generate $1.536 billion between July 2003 and June 2005. As shown to the right, the Department of Transportation retains about 12¢ for every 23¢ collected. The remaining portion (almost 11¢) goes to local governments for use on city streets and county roads. Regardless of who is spending gas tax revenues, the 18th Amendment of the Washington State Constitution requires that proceeds be used for highway purposes. One of the programs considered a highway purpose is the ferry system, with about 5% of total distributions paying for ferry operations and capital improvements.




State gas taxes are distributed to the Motor Vehicle Account, Washington State Ferries Capital Construction Account, Puget Sound Ferry Operation Account and the Special Category C Account.

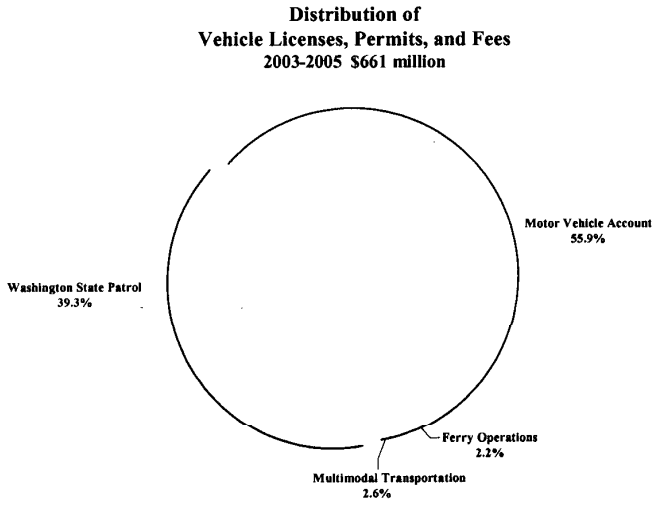
The revenue chart above also shows how inflation has eroded the purchasing power of the gas tax since its last increase in 1991, a loss that has been offset only in part by overall

increased gasoline sales. The gas tax rate has fallen in real dollar terms since 1991 by about 28%. The value of overall gas tax receipts has fallen in real dollar terms since 1991 by about 7%. Over this same time period, vehicle miles traveled has increased by 23%.

**Licenses, Permits, and Fees**

Licenses, permits, and fees (LPF) are the second largest source of funds for transportation. These funds come primarily from new and annual vehicle registration fees and license fees for trucks based on weight. Other fees such as vehicle inspection fees, title fees, and special permits are also included.

In the 2003-05 biennium, licenses, permits, and fees are expected to generate a little over $660 million. About 39% of these funds are distributed to the Washington State Patrol. Remaining funds go to accounts administered by the Department of Transportation.

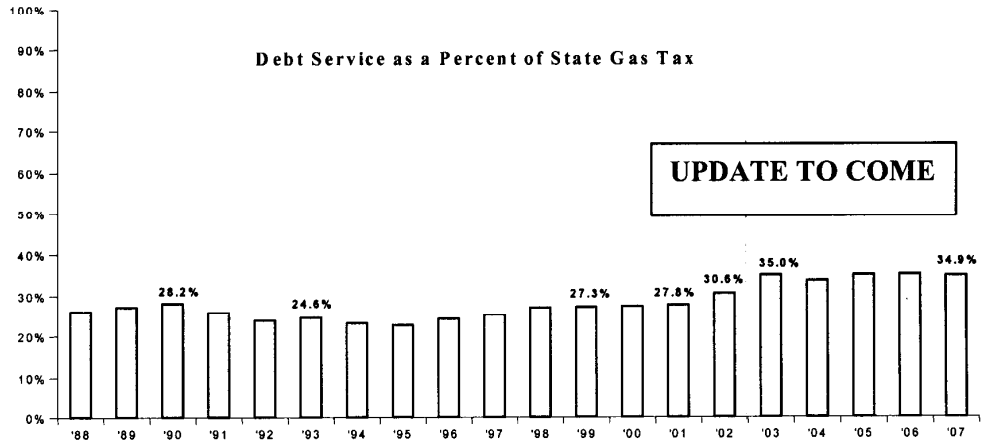



**Ferry Fares**

Washington State Ferry fares and concession revenues are used for the purposes of the ferry system. These amounts are augmented as indicated above by funds distributed from the gas tax and licenses, permits and fee revenues.

**Bond Proceeds**

The state has historically issued transportation bonds to generate funds for capital investment in transportation facilities. Additional bonds for this purpose will be issued in 2003-2005. Washington state's transportation bonds are backed by gas tax receipts and the state's full faith and credit. The following chart shows revenues committed to debt service for the period 1988 to 2002 and as projected through 2013, as a percent of the share of the gas tax retained or expected to be retained by the state.




- State gas taxes include distributions to the Motor Vehicle Account, Washington State Ferries Capital Construction Account, Puget Sound Ferry Operations Account, and the Special Category C Account.
- Assumes future bond sales of $187m in 03-05 and $38m in 05-07 to be consistent with transportation committee financial plans supporting the 01-03 supplemental transportation budget.

## Local Funds

The Department of Transportation will sometimes perform work on the State Highway System at the request of local governments. In most circumstances, local governments reimburse the state for all or a part of the costs. WSDOT also sells various services to local agencies.

## Federal Funds

The federal government provides significant financial assistance to Washington State for transportation programs. Most federal assistance is authorized through federal-aid highway acts. A "line of credit" for the state is created that is apportioned, or allocated, by the Federal Highway Administration. The state obtains obligation of these funds based on its spending plans and is reimbursed when it incurs federally-eligible costs. The current federal act, The Transportation Equity Act for the 21st Century (TEA-21), was signed into law in June 1998, and expires September 2003. For the remainder of the ten-year planning period, it was assumed that the current structure of the federal transportation programs would continue.

Federal cash flow estimates contained in the Current Law Budget proposal are derived from the TEA-21 program authorizations and have been extended for the ten-year planning period. A full description and discussion of the individual federal programs can be found in the latest issue of the Legislative Transportation Committee's *Transportation Resource Manual*.

**Washington State TEA-21 Federal Highway Programs**
Estimated Apportionments Federal Fiscal Years 1998-2003

| | Actuals | | | | | Projected | TEA-21 Six-Year Total |
|---|---|---|---|---|---|---|---|
| | 1998 | 1999 | 2000 | 2001 | 2002 | 2003 | |
| Interstate Maintenance | 69 | 79 | 81 | 88 | 94 | 84 | 495 |
| National Highway System | 76 | 89 | 90 | 100 | 106 | 95 | 557 |
| Minimum Guarantee Flexible | 31 | 29 | 20 | 28 | 26 | 28 | 162 |
| STP Allocation & Adjustments | 91 | 113 | 118 | 128 | 134 | 120 | 703 |
| Safety Setaside | 10 | 11 | 12 | 13 | 13 | 12 | 71 |
| Enhancements Setaside | 10 | 11 | 12 | 13 | 13 | 12 | 71 |
| Areas Over 200,000 | 27 | 31 | 32 | 35 | 37 | 33 | 196 |
| Areas Under 5,000 | 11 | 11 | 11 | 11 | 11 | 11 | 67 |
| Areas Under 200,000 | 11 | 14 | 15 | 17 | 19 | 16 | 92 |
| STP Flexible & Adjustments | 24 | 34 | 35 | 38 | 40 | 36 | 207 |
| Bridge | 76 | 104 | 122 | 115 | 110 | 99 | 628 |
| Congestion Mitigation/Air Quality | 19 | 22 | 24 | 27 | 25 | 23 | 140 |
| Metropolitan Planning | 3 | 4 | 4 | 4 | 4 | 4 | 22 |
| Recreational Trails | 1 | 1 | 1 | 1 | 1 | 1 | 6 |
| 2.0% State Planning and Research | 8 | 9 | 9 | 10 | 10 | 9 | 55 |
| Sub-Total Apportionments | 375 | 449 | 469 | 500 | 510 | 464 | 2,767 |
| High Priority Projects | 22 | 30 | 38 | 40 | 38 | 38 | 204 |
| Total Apportionments | 396 | 479 | 506 | 540 | 547 | 502 | 2,971 |
| Discretionary Receipts | 0 | 41 | 34 | 45 | 83 | | |
| Total Federal Receipts | 396 | 520 | 540 | 584 | 630 | | |

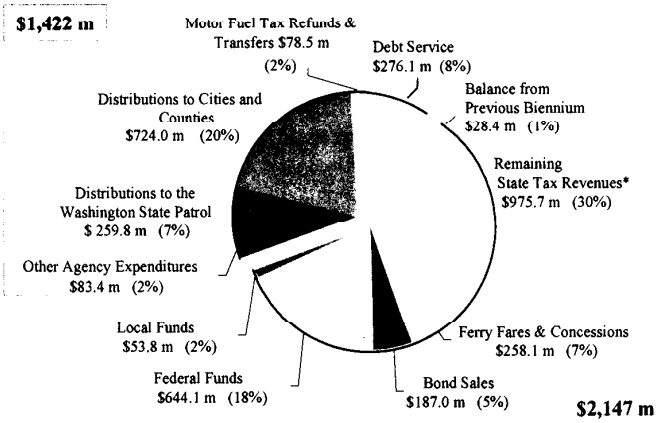
**Projection of Federal Highway Program**
**Assumes Continuation of TEA-21 Programs**

| | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | Total |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Interstate Maintenance | 88 | 94 | 96 | 97 | 99 | 100 | 102 | 103 | 104 | 106 | 987 |
| National Highway System | 97 | 104 | 106 | 108 | 109 | 111 | 112 | 114 | 115 | 117 | 1091 |
| Minimum Guarantee Flexible | 36 | 37 | 37 | 37 | 36 | 36 | 36 | 36 | 36 | 35 | 362 |
| STP Allocation & Adjustments | 125 | 134 | 137 | 139 | 141 | 143 | 145 | 147 | 149 | 151 | 1411 |
| Safety Setaside | 13 | 13 | 14 | 14 | 14 | 14 | 14 | 15 | 15 | 15 | 141 |
| Enhancements Setaside | 13 | 13 | 14 | 14 | 14 | 14 | 14 | 15 | 15 | 15 | 141 |
| Areas Over 200,000 | 35 | 37 | 38 | 38 | 39 | 39 | 40 | 40 | 41 | 42 | 388 |
| Areas Under 5,000 | 11 | 11 | 11 | 11 | 11 | 11 | 11 | 11 | 11 | 11 | 111 |
| Areas Under 200,000 | 17 | 19 | 19 | 20 | 20 | 21 | 21 | 22 | 22 | 23 | 204 |
| STP Flexible & Adjustments | 38 | 40 | 41 | 42 | 42 | 43 | 43 | 44 | 45 | 45 | 423 |
| Bridge | 104 | 111 | 113 | 115 | 117 | 118 | 119 | 121 | 123 | 125 | 1164 |
| Congestion Mitigation/Air Quality | 25 | 27 | 27 | 27 | 27 | 27 | 27 | 27 | 27 | 27 | 270 |
| Metropolitan Planning | 4 | 4 | 4 | 4 | 4 | 4 | 4 | 4 | 4 | 4 | 42 |
| Recreational Trails | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 11 |
| 2.0% State Planning and Research | 10 | 10 | 11 | 11 | 11 | 11 | 11 | 11 | 11 | 11 | 108 |
| Sub-Total Apportionments | 491 | 524 | 531 | 538 | 545 | 551 | 558 | 564 | 571 | 577 | 5450 |
| High Priority Projects | 19 | 19 | 19 | 19 | 19 | 19 | 19 | 19 | 19 | 19 | 189 |
| Total Apportionments | 510 | 543 | 550 | 557 | 564 | 570 | 577 | 583 | 590 | 596 | 5640 |

## How is WSDOT's Budget Funded?

Funding for WSDOT's budget comes from several sources. The major sources of transportation revenue are the gas tax and licenses, permits, and fees. The budget is also funded from ferry fares and concessions, rental car taxes, and miscellaneous revenues, which include interest earnings. Funds also come from bond sales, federal funds, local funds, and remaining cash balances from previous years.

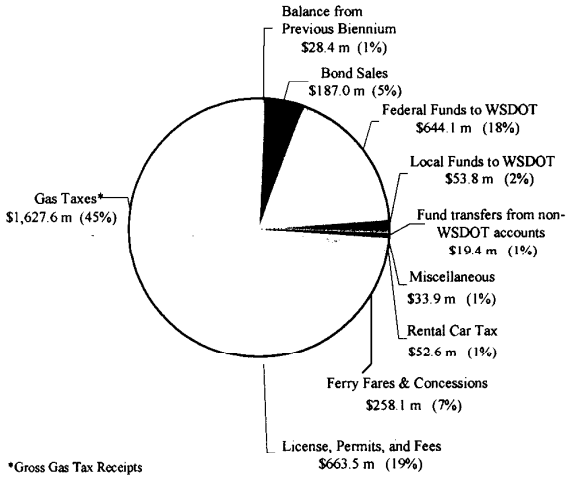
### 2003-2005
### Portion of Funds Available for WSDOT
### $2,147 million




*Remaining state revenues include gas taxes, licenses permits and fees, rental car tax, miscellaneous receipts and transfers from other agencies,all of which are net of gas tax distributions to cities and counties, LPF distributions to the Washington State Patrol and other reductions as shown.

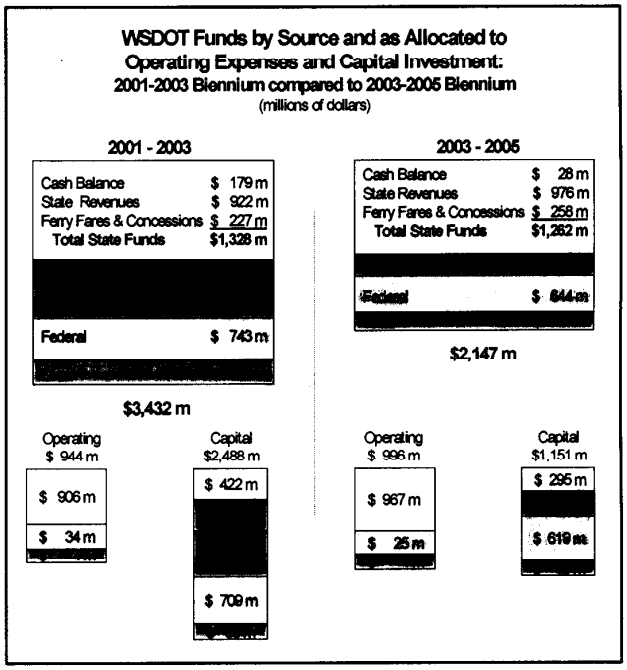
This chart summarizes the current 2001 – 2003 budget and the proposed 2003 – 2005 budget for total funds and operating and capital uses.

### 2003-2005
### Total Transportation Funds: $3,568 million
Includes federal funds of $644.1 million and proceeds from the sale of bonds in the assumed amount of $187.7 million.




*Gross Gas Tax Receipts

The pie chart to the left shows the assumed amounts required for refunds, statutory distributions and appropriations to other agencies in 2003-2005. The remaining amount is assumed to be available for the proposed 2003-2005 WSDOT Operating and Capital budgets.



## Revenue and Fund Risks

Text to come.

## Ten-Year Plan

Placeholder for text on ten-year plan.

**2003-2005 Operating Budget and Ten-Year Financal Plan**

*dollars in millions*

| Program Categories | 01-03* | 03-05 | 05-07 | 07-09 | 09-11 | 11-13 |
|---|---|---|---|---|---|---|
| Maintenance & Operations | | | | | | |
| Highway Maintenance (M) | 285 | 292 | 313 | 328 | 344 | 363 |
| Highway Traffic Operations (Q) | 33 | 39 | 42 | 44 | 46 | 49 |
| WSF Maint. & Ops. - no passenger only | 306 | 315 | 339 | 355 | 373 | 393 |
| Maintenance and Operations Subtotal | 623 | 647 | 694 | 727 | 763 | 805 |
| Multimodal | | | | | | |
| Public Transportation (V) | 16 | 13 | 13 | 13 | 13 | 13 |
| Rail (Y) | 33 | 37 | 37 | 37 | 37 | 37 |
| WSF Passenger only | 11 | 12 | 12 | 13 | 14 | 15 |
| Multimodal Subtotal | 60 | 61 | 62 | 63 | 64 | 65 |
| Other Operating | | | | | | |
| Aviation (F) | 6 | 5 | 4 | 5 | 5 | 5 |
| Local Programs (Z) | 9 | 10 | 10 | 10 | 10 | 10 |
| Administration & Support | | | | | | |
| Plant Maintenance & Operations (D4) | 29 | 30 | 31 | 32 | 33 | 35 |
| Highway Management & Support (D1 & D5) | 23 | 21 | 21 | 21 | 21 | 21 |
| Transportation Planning, Data Research (T,K) | 36 | 34 | 34 | 34 | 34 | 34 |
| Administration & Support (S) | 109 | 105 | 105 | 105 | 105 | 105 |
| Charges from Other Agencies (U) | 49 | 62 | 62 | 62 | 62 | 62 |
| Management, Administration & Support Subtotal | 245 | 252 | 253 | 254 | 255 | 257 |
| Estimated Salary and Benefit Changes | - | 20 | - | - | - | - |
| **Total Operating Expenditures** | **944** | **996** | **1,023** | **1,059** | **1,097** | **1,142** |
| **Sources of Funds:** | | | | | | |
| State Revenues | 678 | 709 | 713 | 725 | 736 | 751 |
| Ferry Fares & Concessions[1] | 227 | 258 | 281 | 304 | 330 | 359 |
| Appropriated State Revenue Subtotal | 906 | 967 | 994 | 1,029 | 1,066 | 1,110 |
| Federal | 34 | 25 | 25 | 26 | 27 | 28 |
| Local | 4 | 4 | 4 | 4 | 4 | 4 |
| **Total Sources of Funds** | **944** | **996** | **1,023** | **1,059** | **1,097** | **1,142** |

**Assumptions relating to the Use of Funds beyond the 2003-05 Biennium:**

- Excluding the 2003-05 biennium, compensation increases are included in program totals.
- Maintenance, Ferry Operations, Traffic Operations and Operating Capital Facilities are inflated to keep buying power constant.
- Programs funded by the multimodal fund cannot exceed available revenues. Programs funded exclusively from multimodal revenues include:
  - Operating Programs: Rail, Public Transportation, and Ferry Passenger-only service.
  - Capital Programs: Rail, Passenger-only capital expenditures
- The aviation budget is balanced to available revenues.
- The budget for local programs is based on available city/county gas taxes for state supervision and federal funds.
- Administration and Support programs, Public Transportation, and Rail are held constant at their 2003-05 levels.

**Assumptions relating to the Source of Funds**

- Assumes future ferry fare increases of 10% and 7.5% in fiscal years 2003 and 2004, with inflationary increases thereafter.

## 2003-2005 Capital Budget and Ten-Year Financial Plan

*dollars in millions*

| Program Categories | 01-03* | 03-05 | 05-07 | 07-09 | 09-11 | 11-13 |
|---|---|---|---|---|---|---|
| **Uses of Funds:** | | | | | | |
| Traffic Operations Investments (Q) | 24 | 24 | 25 | 26 | 27 | 28 |
| Buildings & Support Facilities Improvements (D) | 13 | 20 | 6 | 6 | 6 | 6 |
| Rail (Y) | 21 | 11 | 10 | 11 | 11 | 12 |
| Local Programs (Z) | 92 | 2 | - | - | - | - |
| WSF Capital Construction (W) | 177 | 161 | 168 | 176 | 184 | 194 |
| Highway Construction | | | | | | |
| Highway Improvement (I,K) no Tacoma Narrows | 751 | 393 | 114 | 138 | 184 | 195 |
| Tacoma Narrows Highway Improvement (I) | 850 | - | - | - | - | - |
| Highway Preservation (P) | 559 | 540 | 566 | 594 | 624 | 658 |
| Highway Construction Subtotal | 2,159 | 933 | 680 | 732 | 808 | 853 |
| **Total Capital Uses of Funds** | **2,488** | **1,151** | **889** | **951** | **1,036** | **1,093** |
| **Sources of Funds:** | | | | | | |
| State Revenues | 421 | 284 | 294 | 343 | 414 | 456 |
| Bond Sales | 1,299 | 187 | 38 | - | - | - |
| Federal | 709 | 629 | 557 | 608 | 622 | 635 |
| Local | 58 | 50 | 1 | - | - | - |
| **Total Capital Sources of Funds** | **2,487** | **1,150** | **889** | **950** | **1,035** | **1,092** |

| | |
|---|---|
| *Commitments beyond 2001-03* | |
| *Highway Improvement work-in-progress (I)* | *320* |
| *Highway Preservation work-in-progress (P)* | *309* |
| *Highway construction work-in-progress subtotal* | *629* |
| *Traffic Operations work-in-progress (Q)* | *5* |
| *Capital Facilities work-in-progress (D)* | *12* |
| *Buildings & Support COP Repayments (D)* | *6* |
| *WSF capital construction work in progress (W)* | *56* |
| *Work-In-Progress Total* | *708* |

**Assumptions relating to the Use of Funds beyond the 2003-05 Biennium:**

- Work-in-progress is first priority for funding
- Traffic Operations is inflated to keep buying power constant.
- State funding of rail capital is inflated to keep buying power constant.
- Local Programs is held to appropriated federal funds after the 2003-05 biennium.
- The ferry capital program (excluding passenger only) will be funded for necessary preservation projects only with a small contingency for emergency repairs.

**Placeholder for Sources and Uses for each of the major transportation accounts.**

## Placeholder for Referendum 51

Text to come

DRAFT

**Referendum 51 Sources and Uses**
*• dollars in millions*

| Program Categories | Amounts Appropriated in ESSB 6347 | Preliminary Expenditure Plan 01-03 | 03-05 | 05-07 | 07-09 | 09-11 | 11-13 | Total |
|---|---|---|---|---|---|---|---|---|
| **State Uses of Funds:** | | | | | | | | |
| **Highway Uses - Expended by WSDOT** | | | | | | | | |
| Regional Transportation Planning | 3 | 3 | | | | | | 3 |
| Transportation Efficiencies | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 7 |
| Park and Rides | 3 | | 8 | 7 | 10 | 10 | 5 | 40 |
| Mobility and Safety Improvements | 1,175 | 103 | 1,178 | 1,838 | 1,745 | 517 | 4 | 5,384 |
| Freight Improvements | 8 | 3 | 63 | 39 | 11 | | | 116 |
| Local Grant Programs (WSDOT) | 5 | 1 | 13 | 15 | 14 | 14 | 15 | 70 |
| Ferry Capital Construction | 25 | 10 | 44 | 160 | 278 | 69 | 40 | 601 |
| **Total Highway Uses - Expended by WSDOT** | **1,221** | **120** | **1,308** | **2,060** | **2,059** | **611** | **64** | **6,222** |
| **Non-Highway Uses - Expended by WSDOT** | | | | | | | | |
| Passenger-Only Ferries | 6 | 6 | 9 | 40 | 18 | 14 | 13 | 99 |
| State Passenger Rail Capital | 18 | 10 | 78 | 27 | 13 | 42 | | 170 |
| Other Rail Expenditures | 10 | 2 | 30 | 15 | 26 | 37 | 21 | 132 |
| Direct Transit Distributions | 20 | 20 | 40 | 90 | 100 | 101 | 99 | 450 |
| Park and Rides | 1 | 0 | 6 | 7 | 10 | 11 | 6 | 40 |
| Commute Trip Reduction Grants | 6 | 3 | 14 | 19 | 26 | 22 | 17 | 100 |
| Van Pool Expansion | 2 | 0 | 6 | 6 | 10 | 11 | 7 | 40 |
| Rural Mobility Grants | 4 | 1 | 11 | 15 | 20 | 17 | 12 | 75 |
| Paratransit | 4 | 1 | 11 | 15 | 20 | 17 | 12 | 75 |
| Program expenditure reduction needed to match available funds | | (28) | | | | | 28 | |
| **Total Non-Highway Uses - Expended by WSDOT** | **70** | **13** | **204** | **234** | **242** | **272** | **214** | **1,181** |
| **Total WSDOT Uses** | **1,291** | **133** | **1,511** | **2,294** | **2,302** | **883** | **278** | **7,402** |
| **Highway Uses - Expended by Other State Agencies and/or Local Governments** | | | | | | | | |
| Local Grant Programs (TIB) | 10 | 10 | 20 | 20 | 20 | 20 | 20 | 110 |
| Statutory Gas Tax Distributions to Locals | | 3 | 23 | 25 | 27 | 28 | 30 | 137 |
| Debt service on bond proceeds | | 2 | 67 | 252 | 518 | 682 | 686 | 2,206 |
| **Total Highway Uses Expended by Others** | **10** | **15** | **111** | **297** | **564** | **731** | **736** | **2,454** |
| **Total State Uses of Funds** | **1,301** | **148** | **1,622** | **2,592** | **2,866** | **1,614** | **1,014** | **9,856** |
| **State Sources of Funds:** | | | | | | | | |
| 9¢ gas tax increase | | 57 | 496 | 597 | 622 | 648 | 671 | 3,091 |
| Bond proceeds | | 74 | 907 | 1,692 | 1,849 | 43 | | 4,566 |
| 30% gross weight surcharge | | 4 | 38 | 47 | 48 | 49 | 51 | 235 |
| Treasury Deposit Earnings | | 1 | 16 | 22 | 21 | 10 | 3 | 73 |
| 1% sales tax on new and used vehicles | | 13 | 167 | 193 | 228 | 269 | 318 | 1,188 |
| Sales tax on new construction projects | | | | 50 | 73 | 21 | 0 | 143 |
| **Total State Sources of Funds** | | **149** | **1,624** | **2,600** | **2,840** | **1,040** | **1,043** | **9,297** |
| **Ending Balance** | | **1** | **2** | **11** | **(15)** | **(589)** | **(560)** | |
| **Federal Sources and Uses of Funds*:** | | | | | | | | |
| **Federal Passenger Rail Capital** | **42** | | **264** | **107** | **51** | **170** | **48** | **640** |

* Federal funds are pending congressional approval.

# Appendix A

***Glossary***

## Appropriation
A legislative authorization to make expenditures and incur obligations for specific purposes from designated resources available or estimated to be available during a specified time period.

## Base Level
The base level budget amount consists of Carry Forward Level, formerly referred to as CAL, plus estimated inflation.

## Biennium
A 24-month period extending from July 1 of odd numbered years to June 30 of odd numbered years to which the appropriation legislation applies. For example, the 2001-03 biennium extends from July 1, 2001 to June 30, 2003.

## Bond
In return for monies provided beforehand, a written promise to pay a specified sum of money, called the face value or principal amount, at a specified date or dates in the future, called the maturity date(s), together with periodic interest at a specified rate.

## Budget
A plan of financial operations embodying an estimate of proposed expenditures for a given period and the proposed means of financing them.

## Carry Forward Level
Previous biennium appropriations, plus biennialization of legislatively directed workload and program changes, less adjustments for non-recurring costs.

## Current Law Budget (CLB)
As required by state law, the Commission's proposal, which can be funded within existing and/or reasonably assumed resources.

## Decision Package
A document used to express a specific action or policy proposed for implementation in the ensuing biennium which changes the carry forward level.

## Fiscal Year
A 12-month period extending from July 1 in one calendar year to June 30 of the next calendar year. For example, fiscal year 2002 is the 12-month period from July 1, 2001 to June 30, 2002.

## FTEs
Full Time Equivalent staff. In the Department, one FTE equates to approximately 1,771.33 hours of work for fiscal year 2002 and is determined by available hours less holidays and a three-year historical average of vacation and sick leave taken. The factors for conversion are calculated on a monthly basis for regular full-time employees, temporary employees, and for overtime.

## Fund
A fiscal and accounting entity with a self-balancing set of accounts recording cash and other financial resources, together with all related liabilities and residual equities or balances, and changes. Funds are segregated for the purpose of isolating specific activities or attaining certain objectives in accordance with special regulations, restrictions, or limitations.

## Gas Tax
Also known as the motor fuel tax. Includes taxes on motor vehicle fuel and special fuel. This tax is levied against each gallon of motor fuel.

## Highway System Plan
A component of Washington's Transportation Plan that addresses the state's highway system. Included is a comprehensive assessment of the current deficiencies and the conceptual solutions for the state's highway system for the next 20 years.

## Maintenance Level
The additional cost above carry forward level of mandatory workload increases, rate increases, and inflation.

## Motor Vehicle Fund
A fund containing receipts from motor fuel taxes; motor vehicle registration licenses, permits, and fees; and other transportation user fees. May only be used for highway purposes as provided in the 18th Amendment of the State Constitution.

## Multi-Modal Transportation Account
An account established in the 2000 Legislative Session to ensure that viable multimodal transportation projects and programs are available throughout the state. The account was created to address the complexities associated with current funding mechanisms and seeks to create a process that would allow for all transportation programs and projects to compete for limited resources.

## Performance Measure
A quantitative indicator of how programs or services are directly contributing to the achievement of an agencies objectives. These indicators may include measures of inputs, outputs, outcomes, productivity, and/or quality.

## Referendum 51 Budget
A proposal, contingent on passage of Referendum 51, for additional investments in the transportation system that the department will be charged to deliver in responding to some of the most important transportation needs of the state with added revenue from the sources described in the referendum.

## Six Year Plan
The six-year plan is the Departments plan for providing a multi-year framework for all state investment and advocacy actions, which will be proposed in future agency budget requests.

## Subprogram
Identifies major functions or activities within a program.

## Washington's Transportation Plan
Washington's Transportation Plan (WTP) is the Departments 20-year vision for the state-owned and state-interest modes of transportation.

# Appendix B

***Operations Transportation Equipment Fund Business Plan***

# *Appendix B*

## *Operations Transportation Equipment Fund Business Plan*

Complete Business Plan will be included in August.

### *OTEF Financial Plan*

### *DRAFT*

| *June 11, 2002* | *Projected FY02* | *FY03* | *FY04* | *FY05* | *FY06* | *FY07* |
|---|---|---|---|---|---|---|
| Actual Beginning Cash Balance | 1,934 | 9,444 | 1,824 | 1,597 | 1,460 | 1,211 |
| ***Operating Expenses:*** | | | | | | |
| - labor | 11,200 | 11,694 | 11,753 | 11,812 | 11,871 | 11,930 |
| - fuel | 5,300 | 5,255 | 5,220 | 5,196 | 5,208 | 5,256 |
| - repair parts | 3,950 | 4,059 | 4,148 | 4,240 | 4,338 | 4,446 |
| - outside services | 1,360 | 1,626 | 1,658 | 1,480 | 1,514 | 1,552 |
| - other | 1,527 | 1,499 | 1,532 | 1,564 | 1,600 | 1,638 |
| - fees to other agencies | 762 | 499 | 367 | 369 | 371 | 373 |
| ***Total Operating Expenses:*** | ***24,099*** | ***24,633*** | ***24,677*** | ***24,661*** | ***24,901*** | ***25,196*** |
| ***Equipment Purchasing Expenses:*** | ***14,858*** | ***28,937*** | ***23,689*** | ***23,788*** | ***24,369*** | ***24,746*** |
| ***Total Expenses:*** | ***38,957*** | ***53,570*** | ***48,367*** | ***48,449*** | ***49,270*** | ***49,942*** |
| | | ***92,527*** | | ***96,816*** | | ***99,214*** |
| ***Revenue:*** | | | | | | |
| - sundry sales | 2,400 | 2,455 | 2,529 | 2,519 | 2,577 | 2,606 |
| - equipment sales | 1,900 | 2,000 | 2,321 | 2,353 | 2,383 | 2,401 |
| - interest income | 427 | 423 | 128 | 115 | 100 | 83 |
| - vanpool income | 140 | 252 | 261 | 272 | 282 | 293 |
| - equipment rent | 42,500 | 40,820 | 42,900 | 43,055 | 43,679 | 44,350 |
| ***Total Revenue:*** | ***47,367*** | ***45,950*** | ***48,140*** | ***48,313*** | ***49,021*** | ***49,732*** |
| | | ***93,317*** | | ***96,453*** | | ***98,753*** |
| ***Non-Cash Working Capital Adjustment*** | ***(900)*** | | | | | |
| ***Ending Cash Balance:*** | ***9,444*** | ***1,824*** | ***1,597*** | ***1,460*** | ***1,211*** | ***1,001*** |

***Adopted by the OTEF Board of Directors June 11, 2002***
***All dollars in this financial plan are in thousands; except the price per gallon on the fuel expense and income worksheets***

# *Equipment Purchasing Plan*

## *DRAFT*

| ***June 11, 2002*** | ***Projected FY02*** | ***FY03*** | ***FY04*** | ***FY05*** | ***FY06*** | ***FY07*** |
|---|---|---|---|---|---|---|
| Dump Trucks | 3,692 | 3,923 | 3,964 | 4,018 | 4,070 | 4,101 |
| Heavy Equipment | 8,941 | 9,296 | 9,393 | 9,521 | 9,643 | 9,716 |
| Difference for UBITS | 0 | 0 | 320 | 0 | 0 | 0 |
| Light Vehicles | 4,680 | 4,907 | 7,018 | 7,293 | 7,568 | 7,853 |
| Alternative Fuel Vehicles | 30 | 200 | 200 | 200 | 200 | 200 |
| Decision Pack Equipment | 0 | 0 | 0 | 0 | 0 | 0 |
| Shop & Office Equipment | 174 | 307 | 159 | 161 | 163 | 165 |
| Field Engineering Equipment | 281 | 373 | 377 | 382 | 387 | 390 |
| Copier Equipment | 78 | 32 | 32 | 33 | 33 | 33 |
| Radio Equipment | 560 | 572 | 585 | 598 | 611 | 627 |
| Fuel Site Construction / Replacement | 174 | 250 | 250 | 165 | 250 | 195 |
| Van Pool Vehicles | 0 | 252 | 261 | 272 | 282 | 293 |
| Reproduction Equipment | 83 | 100 | 101 | 102 | 104 | 104 |
| Geographic Services Equipment | 107 | 55 | 56 | 57 | 57 | 58 |
| Materials Lab Equipment | 458 | 521 | 527 | 534 | 541 | 545 |
| Technological Initiatives | 35 | 352 | 103 | 104 | 106 | 107 |
| Upgrades for Efficiencies | 125 | 700 | 200 | 200 | 200 | 200 |
| Wrecked Equipment | 175 | 138 | 143 | 148 | 154 | 160 |
| ***Sub Total Capital Expenses:*** | 19,593 | 21,978 | 23,689 | 23,788 | 24,369 | 24,746 |
| | | 41,571 | | 47,477 | | 49,115 |
| Capital Carryforward FY01 to FY02 | 868 | | | | | |
| Capital Carryforward FY02 to FY03 | (5,073) | 5,073 | | | | |
| Cash Balance dollars reserved for additional IR vehicles | | 1,281 | | | | |
| Cash Balance dollars reserved for additional purchases | | 350 | | | | |
| Back up Alarms Retrograde | | 200 | | | | |
| Cash balance dollars reserved for early turn-in credits | | 55 | | | | |
| FY02 units paid in FY01 | (530) | | | | | |
| ***Total Capital Expenses:*** | 14,858 | 28,937 | 23,689 | 23,788 | 24,369 | 24,746 |

For the purchase and betterment (less labor) of capitalized equipment numbered units; and for the purchase of non-capitalized equipment numbered units.

# Appendix C

***Miscellaneous Transportation Programs Account***

# *Appendix C*

## *Miscellaneous Transportation Programs Account*

The Miscellaneous Transportation Programs Account was created by the Legislature in 1997 (Chapter 94, Laws of 1997). This treasury trust account is generally referred to as the "Fiduciary Fund." It was established to account for federal funds that are administered by the department and are passed through to local governments, and for expenditures and reimbursements for services the department provides to other government agencies for which the department receives full reimbursement from those agencies. This is a nonbudgeted fund that is exempted from legislative appropriation and Office of Financial Management (OFM) allotment requirements.

Because the fund is nonbudgeted and nonappropriated, the department is not required to develop and submit a biennial budget for federal pass through funds or reimbursable services to the Legislature for formal review and approval, or require legislative appropriations for expenditure authority. Exemption from allotment requirements means the department is not required to submit biennial spending plans to OFM. Prior to the 1997-99 biennium, expenditures for both activities were processed through the Motor Vehicle Fund and other transportation funds that are subject to both appropriation and allotment controls.

Although federal pass through funds and reimbursable services that are processed through the Fiduciary Fund are exempted from legislative budgeting and appropriations requirements, they are subject to internal department budget and expenditure controls. Moreover, all documentation, accounting, and reporting requirements for appropriated funds are applied to the Fiduciary Fund. The department also is required to submit annual reports to the Legislative Transportation Committee and OFM on the expenditures processed through the Fiduciary Fund.

## Miscellaneous Transportation Programs Account Activities

Activities in the following department programs will continue to be included in the Fiduciary Fund in the 2003-05 biennium.

### Program R — Sales and Services to Others

All activities in this program are included in the Fiduciary Fund and consist of fully reimbursable services provided to other government agencies and to the public. Included are roadway maintenance work for local governments and a variety of administrative and technical services, and materials and supplies that the department is authorized to provide to local governments and other state agencies.

### Program T — Transportation Planning, Data, and Research

The Fiduciary Fund is used to account for federal funds for Metropolitan Planning Organizations (MPOs) to support their transportation planning activities.

### Program V — Public Transportation

The Fiduciary Fund accounts for federally funded grants from the Federal Transit Administration (FTA) for public and private transit agencies to provide services for rural communities and public transportation access for the elderly and people with disabilities. Not included are FTA or any other grants and related expenditures by the Public Transportation Program that require some state fund participation.

**Program Z — Local Programs – Off state system projects**

Federal funds that are distributed by Local Programs to local governments for road and street construction projects and related transportation projects off the state highway system are processed through the Fiduciary Fund. Also included is Local Programs work on local projects for which local governments fully reimburse the department.

**Program Z — Local Programs – Local agency investments on the state system**

The Fiduciary Fund is used to account for projects on the state system for local governments that are paid from local or federal funding sources.

**Program I — Improvements**

The Fiduciary Fund is used to account for work that is done for Sound Transit on the state highway system and for which the department is fully reimbursed by that agency. Projects include public transit access ramps on the state's freeway HOV system.

**Program D – Capital Facilities**

When economically advantageous, Capital Facilities Program has undertaken facilities projects that are funded by local agencies in exchange for property owned by the department. Costs of constructing these "equivalent value exchange projects" are accounted for by the Fiduciary Fund.

## Six-Year Expenditure Plan

In conjunction with development of the current law budget, the department developed six-year expenditure plans for the Fiduciary Fund activities. They are based on estimated federal funds available for distribution by these activities, and projected requests from other agencies for the reimbursable transportation services provided by the department.

**Miscellaneous Transportation Programs Account**
**Six-Year Expenditure Plan**
**(Dollars in Millions)**

| Program | | FTEs 2003-05 | Dollars 2003-05 | Dollars 2005-07 | Dollars 2007-09 | Six-Year Total |
|---|---|---|---|---|---|---|
| I | Improvements — Sound Transit | | | | | |
| D | Equivalent Value Exchange Projects | | | | | |
| R | Sales and Services to Others | | | | | |
| T | Transportation Planning, Data, and Research | | | | | |
| V | Public Transportation | | | | | |
| Z | Local Programs – off state sys. projects | | | | | |
| Z | Local Programs – Local Agency investments on the state system | | | | | |
| | **Total Miscellaneous Transportation Programs Account** | | | | | |

**Six-Year plan will be provided in August.**

# Appendix D

***Strategic Plan***

## WASHINGTON STATE DEPARTMENT OF TRANSPORTATION

**April 2002**

**Our mission is to keep people and business moving by operating and improving the state's transportation systems vital to our taxpayers and communities.**

**These are our management principles:**

***Leadership.*** We are committed that WSDOT provide strategic vision and leadership for our state's transportation needs.

***Delivery and Accountability.*** We shall manage the resources taxpayers and the legislature entrusted to us for the highest possible return on value. We shall be disciplined in our use of both time and money. We shall account for our achievements, our shortcomings and our challenges to citizens, to elected officials, and to other public agencies.

***Business Practices.*** We shall encourage progressive business management practices in delivering cost effective and efficient transportation services. Our quest for short-term cost savings and business process improvement shall be balanced by the long term need to preserve and improve the state's transportation systems through sound fiscal planning and asset management.

***Safety.*** Concern for the health and safety of the people who use and work on our transportation facilities shall be a paramount value in every area of our business.

***Environmental Responsibility.*** Our work shall incorporate the principles of environmental protection and stewardship into the day-to-day operations of the department as well as the on-going development of the state's transportation facilities.

***Excellence and Integrity.*** Our employees shall work in a culture of workplace excellence and diversity that encourages creativity and personal responsibility, values teamwork, and always respects the contributions of one another and of those with whom we do business. We shall adhere to the highest standards of courtesy, integrity and ethical conduct. We shall encourage and recognize our employees' professionalism and their career growth.

***Communications.*** We shall stress the importance of sharing clear, concise and timely information with WSDOT employees, elected officials, community leaders, businesses, citizens and taxpayers, others in the transportation community, with the press and other media. We shall strive for the effectiveness of all our employees in meeting WSDOT's communications standards.

# Appendix E

***WSDOT Organization Chart***

**Washington State Department of Transportation**

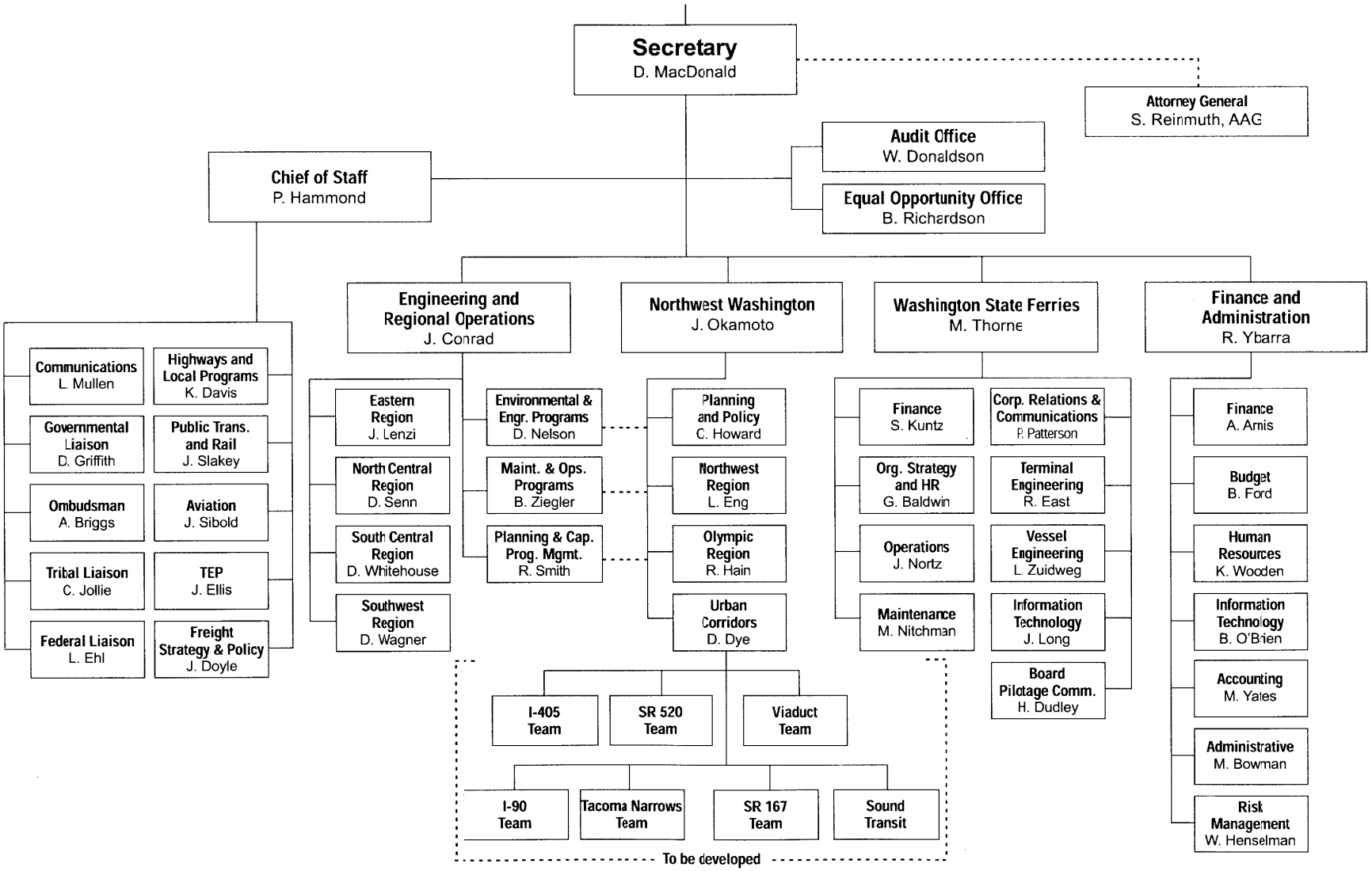
**Citizens of Washington State**

**Governor Gary Locke**

Douglas B. MacDonald — Date 6/24/02

**Washington State Transportation Commission**

Aubrey Davis, Chair
Ed Barnes, George Kargianis, Christopher Marr
Elmira Forner, A. Michéle Maher, Connie Niva



# Appendix F

***Gray Notebook***

Insert Gray Notebook

**Washington State Department of Transportation**

# Measures, Markers and Mileposts

## The Gray Notebook for the quarter ending March 31, 2002

WSDOT's quarterly report to the
Washington State Transportation Commission
on transportation programs and department management

**Douglas B. MacDonald**
Secretary of Transportation

# Measures, Markers and Mileposts

## The Gray Notebook for the quarter ending March 31, 2002

*5th Edition*
*Published May 15, 2002*

## Contents



The *Gray Notebook* is published quarterly: February, May, August and November.

For current or previous editions of *Gray Notebook* reports, visit our website at *www.wsdot.wa.gov/accountability*

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- Greg Selstead
- Bob Thomas
- Paul Wagner
- Dean Walker
- Gary Westby
- Jerry Weigel
- Ray Willard

"What gets measured, gets managed."

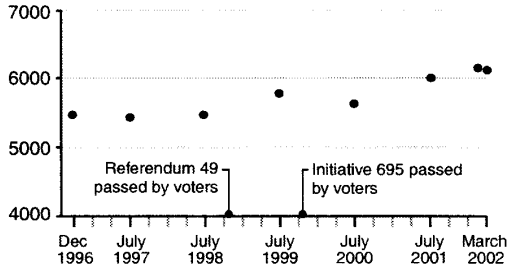
This periodic report is prepared by WSDOT staff to track a variety of performance and accountability measures for routine review by the Transportation Commission and others. The content and format of this report is expected to develop as time passes. Information is reported on a preliminary basis as appropriate and available for internal management use and is subject to correction and clarification.

### WSDOT Workforce Levels

Many confusing answers have circulated over the years to the question "How many people work at WSDOT?" Some of the confusion arises from the tendency to mistake "FTE" (full-time equivalents), a program sizing tool, for the actual number of employees at the agency at any given time. (The number of "FTEs" will generally exceed the number of full-time employees, since seasonal and part-time work force must also be funded from "FTE" allotments.)

The most trustworthy indicator of the agency's employee size is the current number of permanent full-time employees on staff. The accompanying chart shows that number at various points since the end of 1996. Current staffing reflects that in the 2001-2003 biennium, WSDOT is delivering one of the largest highway capital programs (approximately $1.51 billion) ever undertaken in this state.

**Number of Permanent Full-Time Employees at WSDOT**



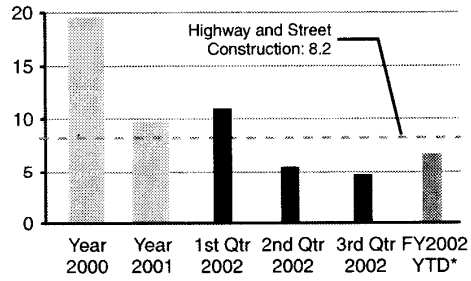

- *Referendum 49 (Fiscal Year 1999) increased WSDOT's program and project delivery scope.*
- *Initiative 695 (Fiscal Year 2000) decreased available transportation funds and required adjustments to project and program scope.*
- *July 2000 to current: WSDOT has one of the biggest highway construction programs. To date the program is being delivered on budget with projects being finished on-time or ahead of schedule.*

# Worker Safety: Quarterly Update

Continuing updates on *Gray Notebook* safety topics – data is shown on a calendar year 2000 and 2001 and for fiscal year 2002 by quarter.

## WSDOT Highway Maintenance Workers

Recordable Injuries per 100 Workers per Year

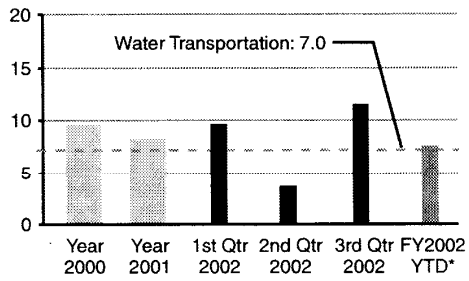



During Quarter 3 of fiscal year 2002, sprains (25%) and strains (19%) continue to be the leading nature of injury. Hands and shoulders (19%) were the most common part of body injured. Back injuries were (13%). No eye protection caused two eye injuries. The bar on the right indicates the cumulative rate for fiscal year 2002 through the 3rd Quarter.

** YTD = Year to Date.*

## WSDOT Ferry Vessel Workers

Recordable Injuries per 100 Workers per Year




Sprains/strains (50%) caused most injuries. Backs (25%) continue to be the most injured part of body. During calendar year 2001, back injuries were 43 (37%) of WSF vessel worker injuries. In calendar year 2001, the 1,098 WSF vessel workers had 146 recordable injuries resulting in 2,828 lost workdays compared to the 148 recordable injuries with 1,776 lost workdays for the other 5,700 employees of the department.

## Safety Training Required by Law

Numerous laws and regulations stipulate specific training requirements for many of the activities engaged in by maintenance workers. Last year, WSDOT identified a significant backlog of unmet needs in training and in training record keeping. Maintenance trainers were appointed in each region to address these deficiencies.

There are approximately 14 applicable safety training courses. The following table shows the status of five of the highest priority training topics. The winter quarter is traditionally a light quarter for training activities because of the press of seasonal maintenance efforts. Higher training activity should be seen in the next *Gray Notebook*.

| *Safety Training Course* | *Number of Workers Requiring Training* | *Total Number of Workers Trained to Date* | *Workers Trained This Quarter* | *Compliance to Date Target = 90%* | *Refresher Training Interval* | *Washington Administrative Code (WAC) Reference* |
|---|---|---|---|---|---|---|
| Bloodborne Pathogens | 1,257 | 845 | 313 | 67% | 1 Year | WAC 296-62-08001 |
| First Aid | 1,283 | 1,066 | 107 | 83% | 2 Years | WAC 296-24-060 |
| Hearing Conservation | 1,163 | 1,004 | 0 | 86% | 1 Year | WAC 296-62-09015 |
| Fall Protection | 873 | 174 | 63 | 20% | n/a | WAC 296-155-24505 |
| Flagging and Traffic Control | 1,024 | 942 | 73 | 92% | 3 Years | WAC 263-155-305 |

### Accident Prevention Activities

Quarter 3, Fiscal Year 2002

- Analyzed WSF back injuries and discussed findings.
- Developed specifications for new high-visibility rain clothing, and summer and surveyor safety vests for WSDOT workers.
- Made recommendations to Regional Administrator on accident reporting and review procedures.
- Continued the development of an accident tracking and analysis database.
- Continued providing safety training to employees. In the Northwest Region alone, a total of 1,537 training opportunities for various safety courses were taken by about 500 employees.

### Scheduled Activities

April through June 2002

- Conclude WSF back injury study and implement back injury prevention strategies.
- Implement new high-visibility safety garments for summer work and for surveyors, and field the new high-visibility rain gear to improve worker safety.
- Develop and implement new motorist assault rules for compensation of workers struck by vehicles.
- Plan and conduct first annual Work Zone Safety Conference.
- Southwest Region will start a new safety buddy system as an accident reduction strategy.

* See page 31 for information on reading the charts.

**Note:** Safety statistics for Highway Engineer Workers, that has appeared on this page, will return in the next *Gray Notebook* and will alternate with other safety materials.

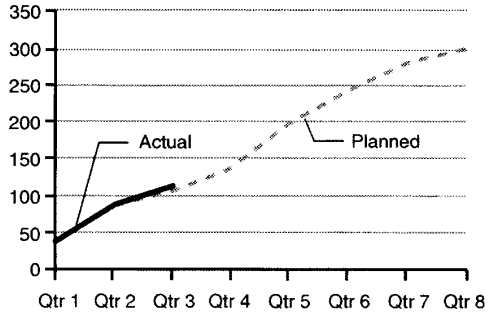
# Highway Safety Projects: Quarterly Update

WSDOT has two major programs for the delivery of safety projects. The Safety Construction Program addresses the more expensive and complex safety solutions (*Highway Construction Program Delivery*, see page 2). The Low Cost Safety Enhancement Program delivers projects that provide immediate and sometimes interim improvements to the operational safety and efficiency of the highway system. Examples of some the projects of this type completed in recent months:

- Vancouver: Interstate 5 off ramp to State Route 14 eastbound – Improved warning signs.
- Chattaroy: U.S. 2 at West Moreland Road – Installed cross road warning sign.
- Hoquiam: U.S. 101 – Installed signing and cross walk.
- Tukwila: State Route 518 eastbound ramp to Interstate 5 southbound – Installed warning signs and speed advisory signs.
- Moses Lake: State Route 171 – Signal coordinations at intersections with Ash / Alder / 3rd Streets.
- Snoqualmie Pass: Interstate 90 – Installed winding road signs and chevrons.
- Richland: State Route 240 – Reviewed signal timing and upgraded vehicle detection.

**Low Cost Safety Enhancement Projects at High Accident Locations**

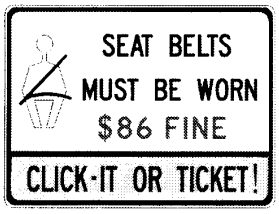
Number of Projects – 2001-2003 Biennium




## New Laws Designed to Improve Safety: Booster Seats for Children and Mandatory Seat Belts for Everyone

Starting on July 1, 2002, Washington State will have the nation's first state Booster Seat Law. The new law requires all children age 4 or 40 pounds to age 6 or 60 pounds to be securely strapped in a booster seat.

According to the National Highway Traffic Safety Administration, belt positioning booster seats are used only about 5 percent of the time. When children in this age and weight group are restrained by only seat belts and not in booster seats, they are 3.5 times more likely to sustain significant injury and 4.2 times more likely to sustain a significant head injury than children using booster seats.




Also on July 1, Washington's mandatory seat belt law will go into effect. National research has found that lap/shoulder safety belts, when used properly, reduce the risk of fatal injury to front-seat passenger car occupants by 45 to 75 percent. Beginning July 1, a driver can be pulled over for a seat belt violation and issued an $86 fine. The $86 fine applies to the booster seat law as well.

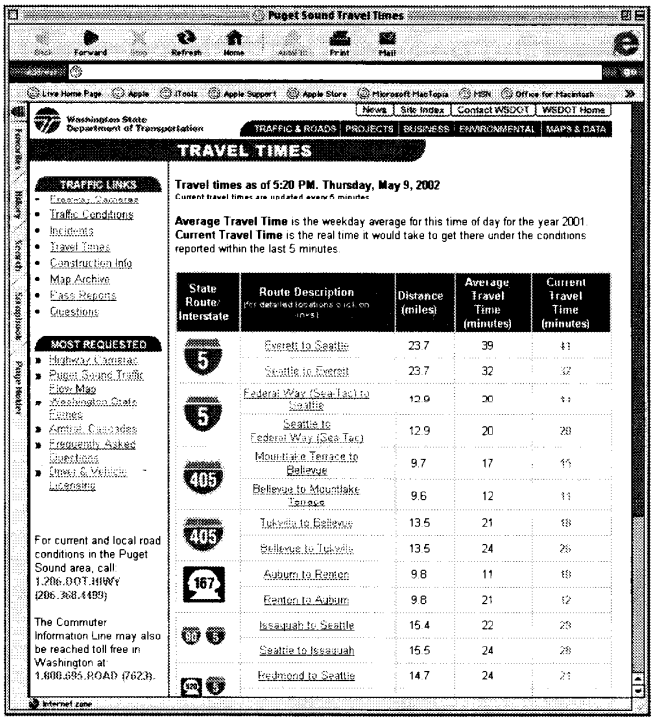
Based on the experience of states that have adopted primary enforcement seat belt laws, Washington's new seat belt law is expected to save about 34 lives each year and prevent 900 serious injuries.

The Washington Traffic Safety Commission and the Washington State Patrol will work with WSDOT to educate the public and enforce the new law. Look for the new seat belt signs coming soon.

## Step 1: Real Travel Times You Can Use – Right Now

One of the first elements of WSDOT's new congestion measurement approach is the roll-out on May 15 of our new website report of real travel times. These active real travel times are updated every 5 minutes in order to provide travelers with up-to-the-minute information for some of the most congested corridors in the Puget Sound region. This data is collected utilizing in pavement loop detectors, leveraging our existing intelligent transportation system (ITS) investments.

Measuring and managing freeway traffic requires data, and lots of it. Loop detectors are the most common technology used on freeways and arterial roadways to collect real-time data on traffic flow. The equipment and technology has been in place for decades and is the mainstay of the operation of traffic signals and the freeway management system.




This preview of WSDOT's new Travel Times web site, is coming May 15, 2002, at *www.wsdot.wa.gov/pugetsoundtraffic/traveltimes/*. As data is gathered, "roll-up" summaries will be included in future *Gray Notebooks.*

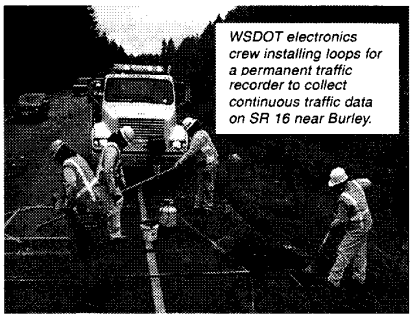
## In Future *Gray Notebooks...*

More measures will be coming. New ground is being broken here. WSDOT is turning to the University of Washington, among others, for technical assistance and guidance in developing new measures. This level of attention to the congestion measurement problem is matched around the country. In fact, many of the states that historically have sponsored the TTI research are now, like Washington, feeling the need for new types of information. As states experiment with new solutions and share their results, new opportunities to benchmark against the real problems and progress of other communities around the country will grow.

**Induction Loop Detectors**

Loop technology is based on running an electric current through a wire embedded in the pavement. which creates a magnetic field. When a vehicle passes over the loop, the magnetic field is disrupted. An electronic device measures the change, and logs the presence of a vehicle.

Loops provide two basic measurements: vehicle count and how long the vehicle occupies the loop. This data is then used to estimate vehicle speed. Speed estimation using single loops is accurate to 5 or 10 mph in free-flow steady speed conditions. Error in the measurement can be introduced when gaps between vehicles are extremely small, where there is excessive lane changing over the loops or when traffic remains stopped over the loop for a long duration. To compensate for this variability. WSDOT has installed "speed stations" (double loops) at about 100 locations in the freeway system to achieve greater accuracy.



*WSDOT electronics crew installing loops for a permanent traffic recorder to collect continuous traffic data on SR 16 near Burley.*

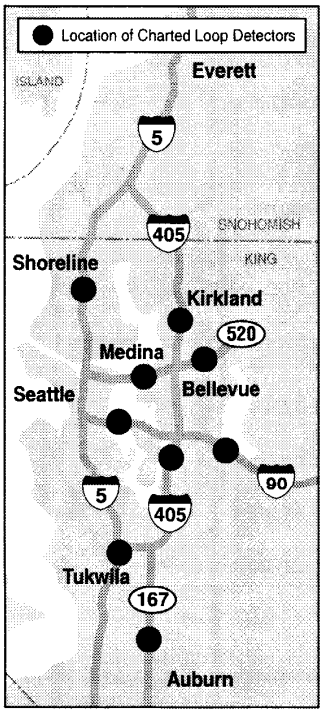
Speed stations eliminate the need to approximate vehicle length and provide speed estimates with greater accuracy. These stations provide accuracy to within 1 or 2 mph at high speeds.

At any given time, approximately 8% of the freeway loops are flagged as unusable. Filters in WSDOT's software monitor the system to detect failures, exclude bad data, and support the level of accuracy that is needed for traffic management and for reporting traffic conditions to the public.

The measurements from the speed stations and single loop detectors feed WSDOT's traveler information website, are used to adjust ramp meter timing on Washington freeways and inform traffic managers about conditions on the freeway system. Washington's use of highway traffic management systems is among the most advanced in the country.

## Traffic Volumes on Nine Puget Sound Region Corridors

Using data gathered from highway loop detectors, here are the weekday vehicle traffic volumes for nine corridors comparing January-February-March 2001 to 2002.

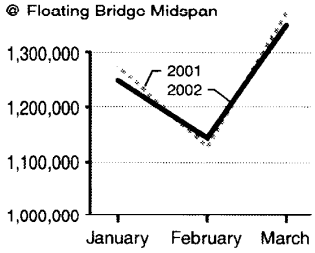



These numbers are taken from traffic counts that include a margin of error that raises questions about the use of the data in precise analysis of traffic trends, for example, in relation to employment statistics. But some indications in the numbers attract comment:

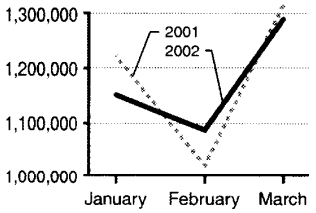
- The data shows higher traffic volumes for March compared to February for 2001 and 2002. In part, this factors in the 17 weekdays vs. 20 weekdays in these months of data.

*Continued on next page.*

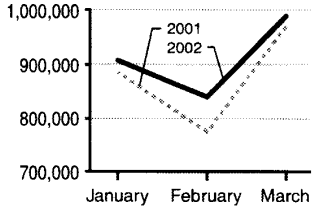
**Interstate 90 – Westbound**
@ Floating Bridge Midspan



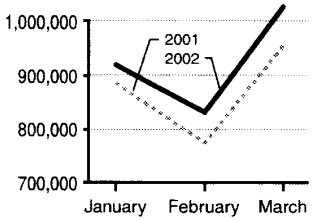

**Interstate 90 – Eastbound**
@ Floating Bridge Midspan



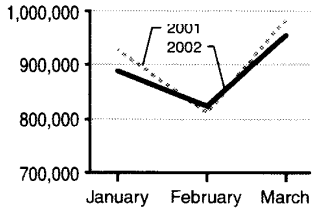

**Interstate 90 – Westbound**
@West Lk Sammamish Pkwy – Bellevue



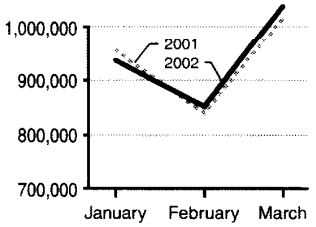

**Interstate 90 – Eastbound**
@West Lk Sammamish Pkwy – Bellevue



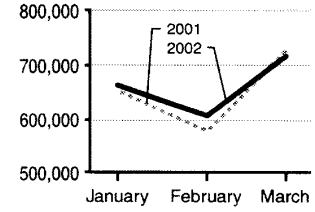

**State Route 520 – Westbound**
@84th Avenue NE – Medina/Clyde Hill



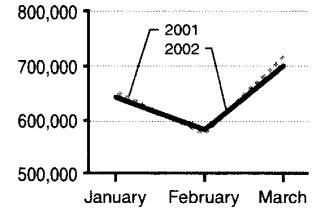

**State Route 520 – Eastbound**
@84th Avenue NE – Medina/Clyde Hill




**State Route 520 – Westbound**
@148th Avenue NE – Bellevue/Redmond




**State Route 520 – Eastbound**
@148th Avenue NE – Bellevue/Redmond



# Incident Response Teams: Quarterly Update

## Incident Response Teams

Non-recurring traffic incidents are a significant factor in freeway congestion, especially in urban areas. One of WSDOT's strategies to address congestion is to quickly clear incidents. Incident Response Teams and the new service patrols are reducing non-recurring congestion and travel times for the public.

The 2002 average response times have improved due to the addition of several roving Service Patrols in the Spokane and Seattle areas.

## Spokane I-90 Peak Hour Roving Service Patrol Experiment

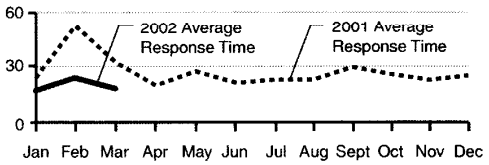
WSDOT began roving Service Patrols for peak hours on 20 miles of Interstate 90 in the Spokane area in November 2001. Previously, incident response only went out after calls had been received. By January 2002, it appears that roving patrols have led to doubling of encounters to assist stranded motorists, remove highway debris, or aid in other highway incidents. Average times for incident response showed major reductions, as shown in the chart to the right.

Roving response teams promote better coordination with the efforts of the State Patrol:

*"The general consensus is overwhelmingly and uncommonly positive. It seems clear that this is a great program that deserves whatever support can be provided it."* – Lt. Steve Turcott, WSP

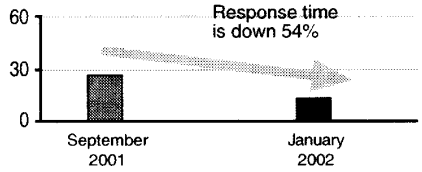
**Note:** Please see the related special feature on the new "Steer It, Clear It" law, WSDOT and WSP's new Operations Initiative (see page 29).
The Service Patrol contacts and clearance time statistics that have appeared on this page will return in the next *Gray Notebook*.

**Response Time for the WSDOT Incident Response Teams Statewide**
In minutes, 2002 vs. 2001




Average response time is the average elapsed time from when an Incident Response Team received a call to when that team arrived on the scene.

**Spokane I-90 Peak Hour Roving Service Patrol Experiment: Faster Response Times**
*Time in minutes*




## Gold Medal Performance by Washington's Incident Response Teams at the 2002 Winter Olympic Games

The Salt Lake 2002 Winter Olympics Incident Management Team invited three roadway Incident Response Teams from across the country to assist Utah's Department of Transportation. Washington, Illinois and Tennessee were the "top of the crop" invited to help at the games.

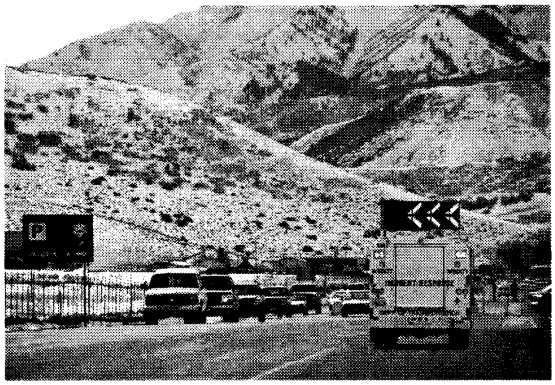
The unique transportation problems presented by the Olympics was challenging for the nine-member WSDOT team operating two response trucks and a tow truck. It was both an occasion to share WSDOT's expertise and an opportunity to gain valuable new experience in world-class event planning and incident management.

WSDOT was asked to take up some of the most sensitive traffic duties. These included looking out for a couple of very important people – President Bush and Vice President Cheney. Due to heightened security, no vehicles were allowed to be parked along the presidential route. The WSDOT team risked potential danger by patrolling in advance of the presidential motorcades and quickly towing all vehicles parked along the route.

WSDOT was assigned another challenge: the traffic tangle at the cross country skiing venue at Soldier Hollow. Event parking, adjacent to a highway carrying large traffic volume, was causing a traffic nightmare, including many collisions. Following WSDOT's team deployment, not a single collision occurred and the traffic flow improved dramatically.

SALT LAKE 2002

Numerous lessons learned from working with the event team are now being incorporated in practice here in Washington state. Taxpayers will also be pleased that the entire cost of this assignment, including salaries, fuel, and vehicle rental, were reimbursed to WSDOT by the Olympics.



A WSDOT Incident Response Team in action at the Olympics.

# Highway Maintenance: Integrated Vegetation Management

Vegetation management for WSDOT's 100,000 acres of roadside must meet operational, safety, environmental and aesthetic objectives. Management techniques include soils amendment, planting, hand weeding, mowing, tree maintenance and herbicide application. Herbicide use is a sensitive issue for many citizens, drawing special attention to the importance of Integrated Vegetation Management (IVM).

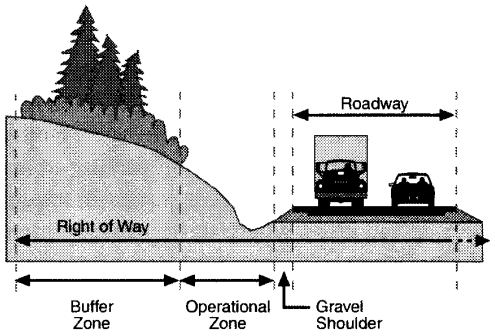
Objectives at the roadside include:

- Managing the immediate shoulder for use as a recontrol zone for errant vehicles and inhibit weeds from growing into the pavement.
- Preserving sight distances for reading signs and for cornering.
- Screening on-coming traffic on divided highways.
- Maintaining slope stability, encouraging drainage of water off the roadway, protecting water quality, protecting habitat for wildlife and preserving or restoring native plant communities.
- Protecting roadside areas against infestation and spread of noxious weeds.
- Keeping vegetation back from the edge of the road to improve visibility of wildlife and reduce chance of road kill.

## How does IVM help manage the roadside to better operational and environmental outcomes?

IVM teaches and demonstrates that the aims of roadside vegetation management can be achieved through techniques that encourage self-sustaining native plant communities to naturally discourage the establishment of unwanted plant species. IVM starts with good soils management, planting design, and revegetation, and then recognizes proper mowing (or *not* mowing), weeding, pruning and thinning. Herbicide use cannot be ruled out, but other strategies working together seek to limit its necessity. In addition, as IVM strategies take hold over time, mature roadside plant environments lead to long-term herbicide use reductions. Finally, IVM stresses the need for selectivity, restraint and proper training and protections whenever herbicides must be used.

### How and Why WSDOT Manages Roadside Vegetation




**Gravel Shoulder – Vegetation Free Area**
Maintained with herbicides where necessary to allow surface water drainage off the pavement and into the ditch.

**Operational Zone – Grass or Small Trees and Shrubs**
Maintained through mowing to allow for visibility of signs and traffic at interchanges and curves. Large trees are also removed for safety in case vehicles accidentally leave the road. Herbicides are used very selectively for control of noxious weeds, and sometimes for brush control.

**Buffer Zone – Natural/Native Vegetation**
Wherever possible the roadside is designed and maintained as native and/or low maintenance vegetation. The IVM approach encourages stable self-sustaining vegetation with limited use of mowing, herbicides, tree removal and other methods as necessary.

## Why use herbicides at all?

On the shoulder, many kinds of vegetation growth can work against the safety and operational requirements of this zone. On the shoulder and in other zones, too, noxious weeds (such as knapweeds, thistles, and tansy) must be controlled to protect against undesirable succession of plant communities, not only for the sake of the roadside zone itself, but also to prevent the roadside from becoming a refuge for invasive species in the broader ecological geography. Herbicides have conventionally allowed the effective and seemingly inexpensive achievement of these goals. But many citizens are concerned that the "cost" of herbicide use in today's ecologically attuned world may be more expensive than once thought. Use of herbicides, WSDOT recognizes, should be minimized.

### Walla Walla Case Study

Over the last five years maintenance crews in Walla Walla have recovered sections of weed infested roadside through seeding and fertilization program to encourage desirable grasses. This approach has resulted in less weeds on the roadside and a reduction in herbicide use. In fact, the cost of herbicides used on about 50 acres of roadside in 2001 was about $500 compared to about $4,000 in 1998.

Before and After: From weed infestation to grass stand on U.S. 12 near Walla Walla.

### Mount Vernon Case Study

In the Mount Vernon area, segments of I-5 include large areas of right of way which once were maintained as a grassy area through routine mowing twice a year. For the past four years maintenance has planted trees to re-establish native forest canopy on the roadside outside the highway operational and safety zone. In time these areas will be left to grow naturally without mowing or herbicide use.

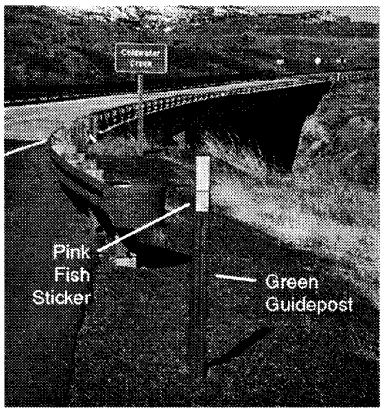
### IVM Implementation on the I-5 Corridor

Another pilot project was started this year. A Roadside Vegetation Management Plan is being developed to implement site specific IVM decisions and actions throughout the Interstate 5 corridor in western Washington. Beginning this year, you will see consistent mowing operations throughout the corridor, from Vancouver to Bellingham. Over the next several years, WSDOT will be systematically removing stands of scotch broom and blackberries, and creating areas of stable grass stands and native vegetation.

Interstate 5 north of the Stillaguamish River.

## Environmentally Sensitive Areas

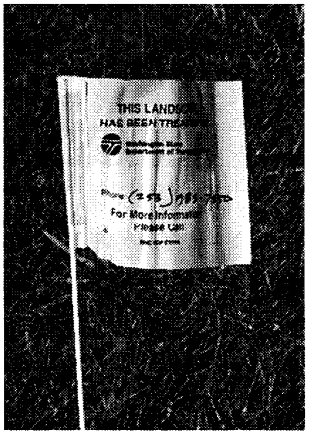
WSDOT is taking extra precautions with herbicides near open water, wetlands, or near wellhead protection zones. Maintenance crews have been marking areas with green guideposts and pink fish stickers on highways that are adjacent to open water or wetlands. WSDOT staff work to identify sensitive areas and assist with permitting, training, and implementing best management practices in order to minimize adverse effects on the environment.




The green guidepost, marked with a pink fish sticker, designates this section of highway (State Route 504, in this case) as being adjacent to open water.

## Posting and Notification for Herbicide Applications

Because some citizens are personally very concerned about the possibility of herbicide exposure, WSDOT posts notification of application and contact information at public access facilities such as Safety Rest Areas and bicycle trails. WSDOT spray trucks are clearly marked with prominently displayed contact information as well. Statewide, the agency notified 50 individuals last year who are either on the state list for multiple chemical sensitivity, own and operate organic farms near a highway, or are otherwise concerned about the use of herbicides. There are also more than 150 locations around the state with agreements that herbicides not be applied if a roadside neighbor assumes the maintenance responsibility.



Yellow flags identify posted herbicide use in public areas.

## Standards for Evaluating Replacement Wetlands

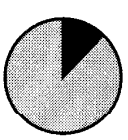
Setting interim and final success standards for replacement wetlands is an integral part of the wetlands permitting process between WSDOT, Department of Ecology, Department of Fish and Wildlife, the U.S. Army Corps of Engineers, cities, and counties.
The most common standards include:

- Water presence and saturated soil conditions.
- Vegetation characteristics, especially for native plant species.
- Wildlife habitat diversity.

In 2000 and 2001, biologists monitored 62 WSDOT project sites ranging from one to eight years in age. Monitoring was conducted for 240 individual measurable standards.

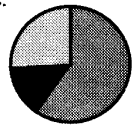
**What are WSDOT's "Success Standards?"**
Establishing effective *success standards* is difficult. Standards need to be measurable, achievable and meaningful. Mitigation sites are carefully planned and constructed, but they also rely on complex natural processes for the site to fully develop. For example, success standards may require certain plant cover by a specific year (e.g. 20% cover by woody vegetation or less than 10% cover by invasive species by year three). Over ten years experience has taught that some standards are not feasible even for very promising sites. WSDOT continues to refine approaches to wetland mitigation and is conducting research on older mitigation sites to help provide a scientific basis on how to determine the most appropriate success standards.

**Replacement Wetlands: Monitoring Complete**
1988-2001: Total Number of Sites: 34




*"Successful" = these sites have met their regulatory requirements*
*"Not completely successful" = these sites have yet to meet requirements and plans are needed to ensure effective wetland replacement.*

**Replacement Wetlands: Sites Still in Monitoring**
2000-2001: Total Number of Sites: 62




### A site meeting its Success Standards

The 1.03 acre May Valley South mitigation site on SR 900 in King County has met its success standards that include:

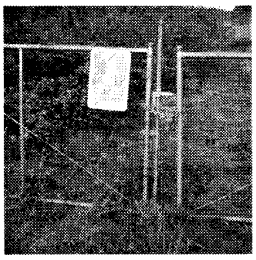
- Shrub cover.
- Forest cover.
- Area of stream shaded by vegetation.
- Area of stream buffer created.
- Area of forest created.

Site has successfully completed five-year monitoring cycle.

### A site needing more work to meet its Success Standards

The 7 acre Battle Ground Center mitigation site in Clark County (on SR 503) is failing to meet standards for tree cover in the forested and scrub-shrub zones due to disturbances to wetland plantings, by flooding, and unauthorized vehicle use of the site. WSDOT is taking corrective action by:

- Installing protective fencing.
- Weeding.
- Replanting the site using native plants.



A new fence and gate was installed to prevent unauthorized vehicle use of the site.

A recent and widely reported Department of Ecology study, *Washington State Wetland Mitigation Evaluation Study Phase 2: Evaluating Success, 2002*, studies 24 wetlands replacement projects in the state including ***no*** WSDOT projects. For those sites, the Ecology study found significantly lower success rates than have been achieved at WSDOT project sites. The findings of the study reinforce the need for intensive monitoring and follow-through if the kind of success rates achieved by the WSDOT projects are to be matched in other programs.

WSDOT reports exhaustively on its replacement wetlands mitigation programs, which are among the most comprehensive in the country. Visit WSDOT's 1999 *Success Standards for Wetland Mitigation Projects – A Guideline* at *www.wsdot.wa.gov/eesc/environmental/programs/biology/docs/success.html.doc*, and view annual wetland monitoring reports at *www.wsdot.wa. gov/eesc/environmental/programs/wetmon/wetmon.htm*

# Commute Trip Reduction: Quarterly Update

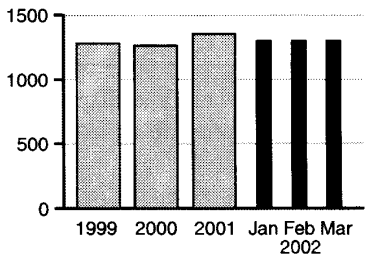
## Vanpools in the Puget Sound Region

The number of vanpools on the road in the Puget Sound region has remained flat since October 2001. Most of the operators have fewer vans on the road except for Kitsap County (up 20 percent) and King County with significant growth in the *VanShare* program.


### Quarterly Regional Vanpool Highlights

- King County Metro located 30 vans at Sounder stations. These *VanShare* vehicles provide a key multi-modal link by connecting commuters with their employment locations.
- Kitsap Transit and King County Metro established the first multi-modal *VanShare* connection with WSF. The commuters ride a Kitsap Transit van to the Southworth ferry terminal and then continue on a King County Metro van from Fauntleroy ferry terminal for the remainder of their commute in the Seattle area.
- Community Transit and WSDOT have incorporated vanpool services as part of the traffic management effort for the SR 529 bridge construction work near Marysville this summer.
- Because the Boeing Company is shifting many of its 777 worker start times outside of transit operating hours, King County Metro, Community Transit, and Island Transit have been working with Boeing to meet employee needs with vanpool/carpool services.

### Number of Operating Vans

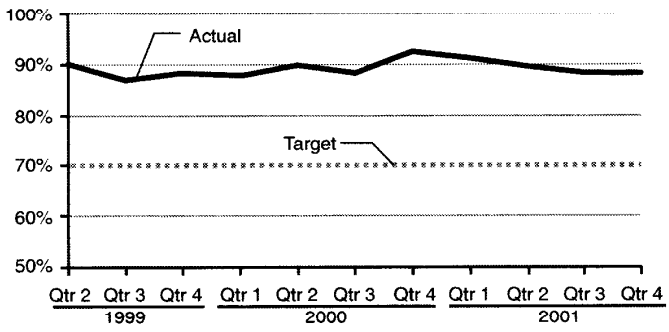



## Park & Ride Lot Occupancy at WSDOT Owned Sites in King County

Occupancy of Park & Ride lots continues to be a constraint on increased ridesharing. During the fourth quarter of 2001, the average occupancy for the nearly 8,000 parking spaces in 31 WSDOT lots was 88%. At occupancy levels above 70%, risk of not finding a parking space becomes an issue for potential users and discourages expanded use of vanpooling and transit.

### King County Park & Ride Lots

Percent of Capacity Used: 1999-2001*




One-third of the state lots have occupancy in excess of available parking spaces.

The occupancy of WSDOT Park & Ride spaces in King County averaged 88% during the quarter.

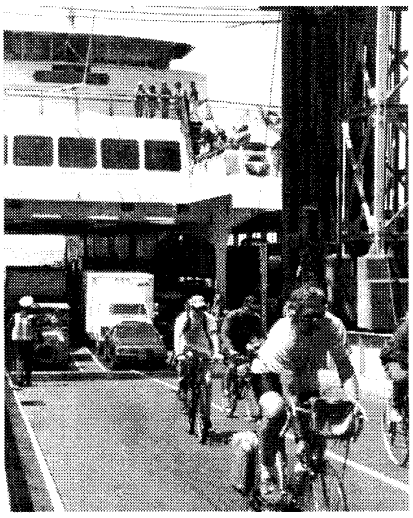
However, during the fourth quarter of 2001 the percentage of high-occupancy lots – exceeding the target – dropped to 65% compared to 71% in the third quarter.

** Data availability has a lag of three months to allow the transit systems to collect and analyze the data. Data for the first quarter of 2002 will be available in the next* Gray Notebook.

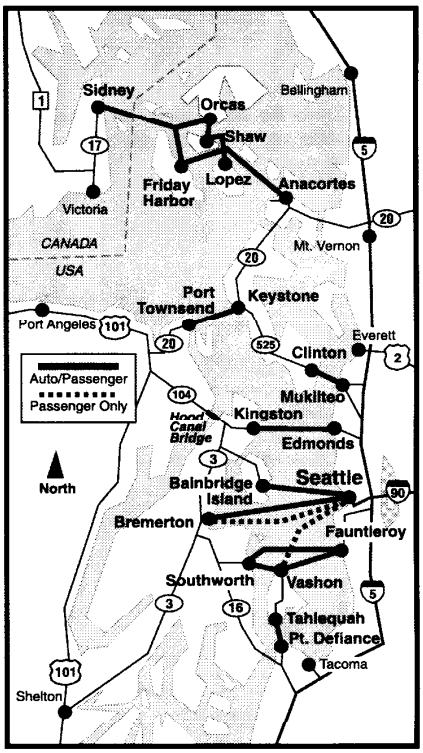
# Washington State Ferries: Quarterly Update

## Customer Feedback

The charts show trends in the customer feedback data for the last three fiscal years and through the third quarter of fiscal year 2002 (January 1, 2002 through March 31, 2002). Complaints, compliments, and suggestions are collected in an automated database.

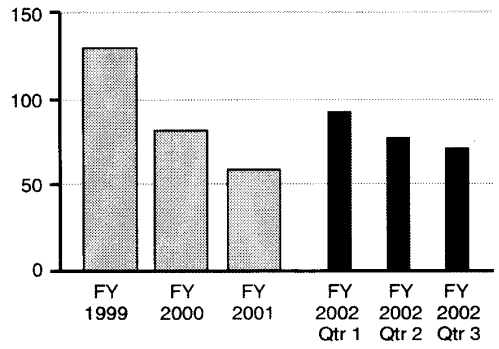


WSF operates the largest ferry system in North America, serving eight counties within Washington as well as Vancouver Island, B.C.



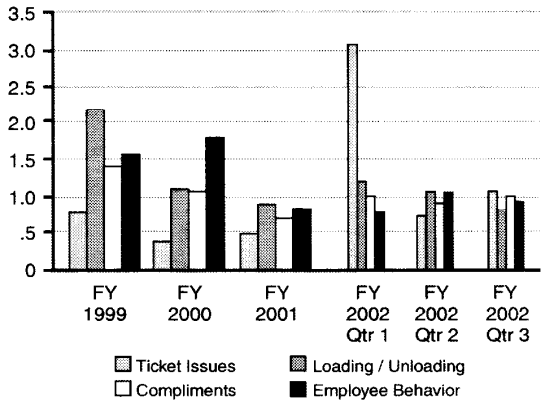

In the third quarter, complaints were down 6 percent from the previous quarter. Ticket complaints were up 35 percent and compliments were up a bit (9 percent). Information-related complaints, driven primarily by problems with the email notification service, were up for the second straight quarter (see note at bottom of page).

**Total Customer Complaints**
Complaints per 100,000 Customers*




*Does not include compliments or suggestions.

**Most Frequent Customer Comments**
Top Four Comment Types per 100,000 Customers
Fiscal Year 2002, Third Quarter



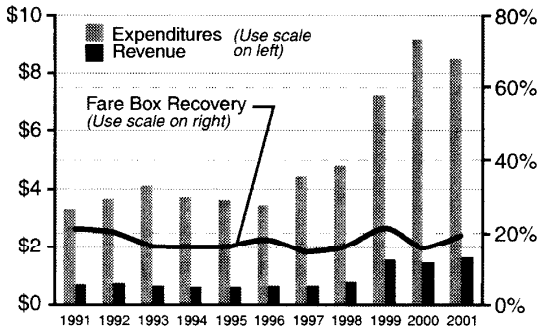

**Email Notification Service to Improve**

WSF provides an email notification service to customers informing them of delays and service interruptions. As this service has grown (currently WSF has more than 8,500 subscribers), pressures on WSF's information systems have emerged. Sometimes email volumes are causing 1-1.5 hour delays in customer notification. WSF is addressing this delay and has developed a solution involving new technology. The new system will be in place by May 15, 2002 and is expected to virtually eliminate email delivery delay.

## WSF Fare Box Recovery

### Consolidated Passenger-Only Ferries

*Dollars in Millions*



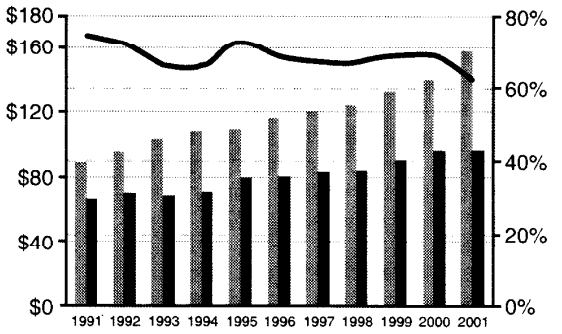

WSF offers passenger-only ferry service from Seattle to Vashon Island and Bremerton.

Operating costs have increased at a faster rate than revenues since program inception. The dramatic cost increases beginning in fiscal year 1999 reflect the introduction of a second boat on the Bremerton route and higher costs associated with operating the new Chinook Class vessels.

However, ridership increased over this period (1998-2001) at a higher rate than the expenditures (ridership +85%, expenditures +76%).

### Consolidated Auto Ferries

*Dollars in Millions*




WSF is an extension of the highway system. Our auto ferry routes carry vehicles, goods, and passengers across Puget Sound. For residents of Vashon Island and the San Juan Islands, the ferry system is the only connection to the mainland.

Operating costs increased at a rapid pace beginning in 1999 with the introduction of the new Jumbo Mark II Class vessels and the rippling effect they had on capacity throughout the system.

Even after cutting service in 2001, WSF experienced an increase in costs. This was due to dramatically higher fuel prices and insurance, utilities, and related support costs.

## Fare Box Recovery Comparisons

Farebox recovery measures the relationship between operating costs and fares generated.

Responding to legislative direction, WSF has embarked upon a program of tariff increases designed to reach a systemwide farebox recovery goal of 80%.

The tables on the left compare WSF's farebox recovery performance to other ferry and transit systems. They also show the estimated impacts of the approved tariff increase plan on farebox recovery rates.

The tables show that WSF compares very favorably with other ferry and transit systems and that the tariff increases are moving WSF towards the 80% goal.

However, even after a growth in fare box recovery of 111% for passenger-only routes, WSF is only projecting a 38% fare box recovery rate for the current biennium. This is comparable to other transit systems that do not use a contracted labor force.

| **Auto Ferry Fare Box Recovery Comparisons** | *Fare Box Recovery* | *Ridership* |
|---|---|---|
| B.C. Ferries | 82% | 21,400,000 |
| WSF Auto Routes (2001-2003 Estimate) | 71% | 24,000,000 |
| WSF Auto Routes (1996-2001 Average) | 67% | 26,000,000 |
| Alaska Marine Highway | 51% | 465,000 |

UP 6%

| **Transit Fare Box Recovery Comparisons** | | |
|---|---|---|
| Vallejo Ferry (Contracted Operator) | 78% | 801,000 |
| Alameda/Oakland Ferry (Contractor Operated) | 71% | 541,000 |
| Golden Gate Transit Larkspur and Sausalito | 43% | 1,886,000 |
| Amtrak Cascades | 42% | 359,000 |
| WSF Passenger-Only Routes (2001-2003 Estimate) | 38% | 1,051,000 |
| Alameda/Harbor Bay | 33% | 130,000 |
| Community Transit Bus Service (Contractor Operator) | 26% | 8,063,000 |
| King County Metro Bus Service | 25% | 100,000,000 |
| WSF Passenger-Only Routes (1996-2001 Average) | 18% | 1,200,000 |
| Pierce Transit | 13% | 14,597,000 |

UP 111%

# State-Supported Amtrak *Cascades* Service: Update

## Ridership

Ridership on state-supported Amtrak *Cascades* service was 83,882 for the first three months of 2002. This represents an 11.7 percent increase over the same period in 2001. The quarter's ridership gain is attributable to several factors, including Amtrak's reduced fare programs, the continuing popularity of Amtrak *Cascades* cooperative promotions, and an 18 percent increase in business class travel. In addition, the Portland-Seattle train 754 experienced significant ridership gains. This northbound train, which departs Portland's Union Station at 6:00 p.m. daily, is serving more riders intending to take the northbound *Coast Starlight,* which is scheduled to depart Portland at 4:00 p.m. daily. In recent months, the *Coast Starlight* has been consistently arriving in Portland two to four hours late from Los Angeles, due to rail line delays in Oregon and California. As a result, many local *Starlight* riders are shifting their trips to *Cascades* 754.

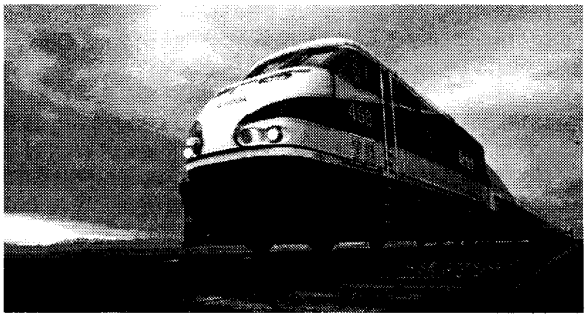
## WSDOT Actions: 3rd Quarter

WSDOT and Amtrak will implement a modified Sunday schedule for southbound train 751 starting May 5, 2002. The new schedule (Sundays and selected holidays) calls for an 8:00 a.m. departure from King Street Station, is half an hour later than the customary 751 schedule. It is anticipated that this later departure time will be more attractive to leisure travelers and lead to overall ridership increases.

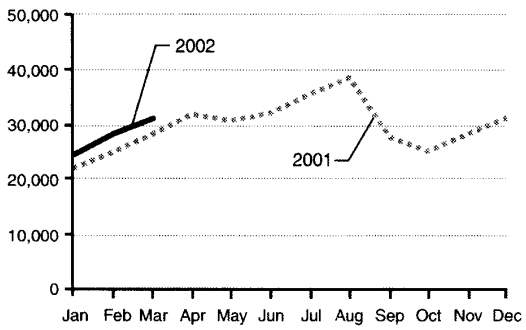
## On-Time Performance

The on-time performance goal for the Amtrak *Cascades* is 80 percent. A train is considered on time if it arrives at its final destination within 10 minutes or less of the scheduled arrival time.

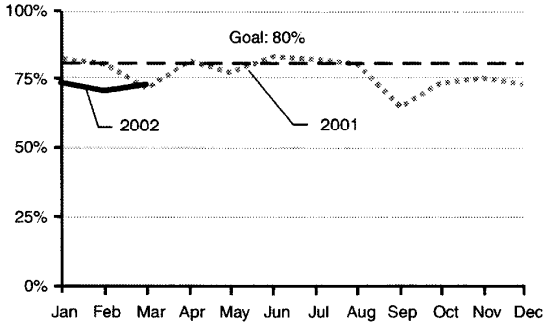
On-time performance for state-supported Amtrak *Cascades* service averaged 73.7 percent in January, 70.5 percent in February, and 72.4 percent in March 2002. BNSF's track repair and tie replacement program contributed to lowering these averages, as did delays caused by track work in Oregon. U.S. Customs inspections at the Canadian border also continue to cause a delay of approximately 15 to 20 minutes for train 763. WSDOT is continuing to investigate ways to obtain U.S. Customs pre-clearance for *Cascades* passengers in Vancouver, BC's Pacific Central Station so that security requirements will have less impact on travel time goals.



**Monthly Ridership Chart**
State-Supported Amtrak *Cascades* Service
Number of Passengers

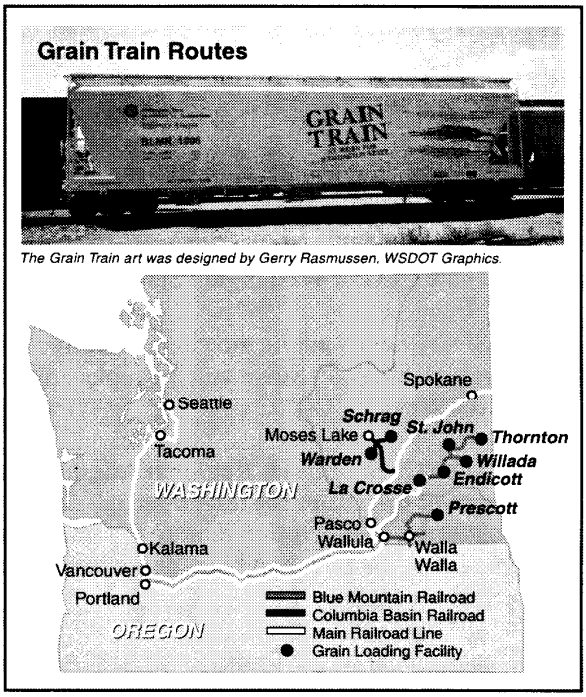



**State-Supported Amtrak *Cascades***
**On-Time Performance**
2002 vs. 2001 Percent On-Time
2001 Average: 76.29%



## Washington Grain Train

In response to a national shortage of rail grain cars, a partnership of the State of Washington, the Port of Walla Walla, and the Blue Mountain Railroad purchased 29 grain cars with federal funds in 1994. These grain cars were used to transport grain from eastern Washington to ports on the Columbia River and on Puget Sound. An additional 36 cars were purchased in 2000. The grain train now serves farmer cooperatives in Shrag, Warden, Thornton, Endicott, La Crosse, Willada, Prescott, and St. John.



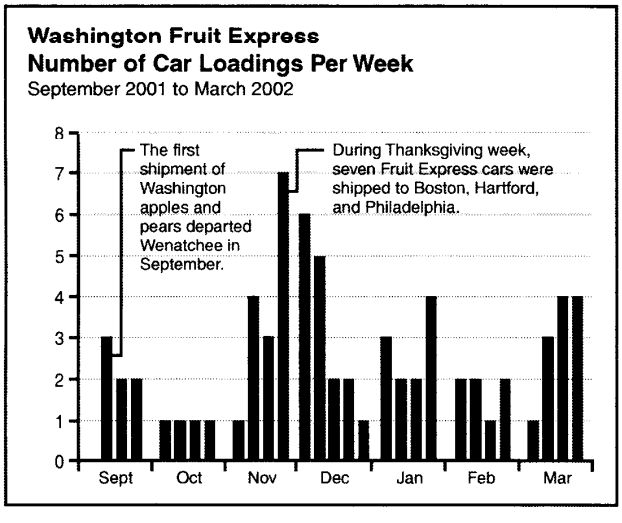

In the first three months of 2002, 258 carloads moved on the Grain Train, a 28 percent increase over the same period in 2001. Efficient freight handling by the Columbia Basin Railroad and the BNSF enabled exceptional shipment of three 26-car trains to Vancouver from Warden/Shrag.

The carload growth from the same period last year also resulted from a new service (inaugurated in October) using the grain cars to shuttle grain from the Palouse region to the river barge terminal at Wallula via the Palouse and Coulee City and Blue Mountain Railroads.

The commodity value of the grain moved on the Grain Train in the quarter ending March 31, including cars owned by WSDOT and the Port of Walla Walla, was approximately $3.1 million. This grain haulage offset approximately 735 heavy truck loads that would have been used if the grain had moved by road.

## Washington Fruit Express

The Washington Fruit Express speeds Washington produce to east coast markets in refrigerated cars hauled by Amtrak's *Empire Builder*. Five-day shipping to market supplies a premium product to eastern produce wholesalers and grocery chains. The program is a partnership of WSDOT, the Cascade and Columbia River Railroad, ExpressTrak, the Washington State Department of Agriculture, and several produce associations. The estimated value of loadings on the Fruit Express in the six month period from last September through this March was approximately $3.7 million.




WSDOT is sponsoring a symposium in Wenatchee in June 2002 to determine ways to improve rail transportation of perishable produce from Washington. Railroads, shippers, growers, and trade associations will all participate. An important contribution to the conference should be made by separate surveys now underway by WSDOT and the Washington State Department of Agriculture to improve the attractiveness of the Fruit Express to shippers in Washington as well as to buyers in several eastern cities.

- Crews working for WSDOT reopened a section of the westbound HOV lane near Bellevue on State Route 520 four days early. The section of highway was closed for earthquake strengthening work on bridges and overpasses in the area.

- A new passenger ramp portion of Slip #1 at Washington State Ferries' Colman Dock in Seattle went into service, providing better customer flow from the terminal to the vessels as well as protection from the rain and wind.

- For the second month in a row, Amtrak *Cascades* ridership increased by double digits over the same time period last year – 15 percent in January and 14 percent in February.

- Yakima County, the Yakama Nation, the WSDOT Rail Office and the WSDOT Tribal Liaison opened a new spur rail line connecting the Yakama Nation's sawmill at White Swan to the Toppenish Simcoe and Western Railroad.

- The ferry *Hyak* returned to service following a five-month preservation project to improve its operation for more reliable and sustained speeds.

## March 2002

- WSDOT's North Central Region Avalanche Control team traveled by a snow cat over State Route 20 for an initial snow and safety assessment evaluation regarding opening the Washington Pass. Crews found avalanche chutes still active. WSDOT started plowing the road for spring opening.

- WSDOT reopened the newest segment of HOV lanes north of Canyon Park at the Snohomish/ King County line on I-405 months ahead of schedule.

- WSDOT maintenance crews successfully addressed late season snow and ice on Whatcom, Skagit, and Island County highways.

- A toll-free telephone number (1-888-461-8816) was made available for customers in WSDOT's North Central Region to contact the Wenatchee Headquarters Office.

- WSDOT's traveler information system helped inform motorists about road conditions during a late-winter/early-spring storm that caused pass closures and traffic back-ups.
    - The average number of visitors to the WSDOT travel website each day is about 25,000. During the storm, the website was used by 68,000 visitors.
    - The average number of calls to WSDOT's 1-800-695 ROAD each day is 8,000. During the storm, the 1-800 number was called by 40,000 travelers.

- WSDOT teams designed and executed a significant bridge repair on State Route 500 in Camas that avoided closing the entire bridge and delayed traffic for only 15 minutes at a time. The effort not only saved traffic back-ups but thousands of dollars as well.

- WSDOT awarded to Lakeside Industries in Centralia a construction contract for road improvements on U.S. 12 between Interstate 5 and Mill Creek in Lewis County. Lakeside's low bid was over $500,000 less than the original cost estimate.

Washington State Department of Transportation

# Working Together to Clear Accidents

Washington State Department of Transportation has worked cooperatively with Washington State Patrol (WSP) for many years on numerous issues of joint interest and have agreed to formalize this relationship in a joint policy statement. A Joint Operations Policy Statement was signed by WSDOT Secretary Doug MacDonald and WSP Chief Ronal Serpas on February 13, 2002.

Its objectives are:

- Enhanced WSP presence in highway work zones.
- 90-minute highway incident clearance goal on congested freeways.
- Radio interoperability.
- Co-location of facilities wherever possible.
- Modernized accident investigation techniques.
- Additional truck inspection facilities and greater use of Commercial Vehicle Information Systems Network.
- Expanded surveillance of key facilities for security.
- WSP security presence on state ferries.

Some of the objectives can be met by better integrated use of existing resources. Some require legislative and budgetary support. The 2002 legislative session funded an additional 19 incident response vehicles and new computer technology for incident reporting. Expect to see:

- New roving incident response trucks in Puget Sound, Vancouver, Spokane, and on Stevens and Snoqualmie Passes.
- Expanded tow truck operator and WSP service patrols on several I-5 segments and also new I-5 coverage by contracted Motorist Assistance.

***Steer It, Clear It*** legislation supported by WSDOT and WSP was enacted this year by the legislature (House Bill 2345, effective June 2002).

The new law states that in a collision involving no injuries, the driver must move the vehicle off the freeway to an exit ramp, frontage road, cross street, etc., as soon as possible. In addition, *Steer It, Clear It* legislation holds law officers and WSDOT clearance crews harmless for damages caused by removal efforts.

***Steer It, Clear It*** is common sense on the roadways. But driver education will be important if the law is to be successful.

The WSP and WSDOT cooperate together at an incident.

### Improvements in Crash Scene Investigation Technology

WSP will be training 10 personnel working on the I-5 corridor in the use of Photomodeler Pro software used for ground-based photogrammetry, with the goal of reducing time spent gathering crash data at the incident scene.

### Managing Congestion One Incident at a Time

One major element in managing congestion is the reduction of incident-related congestion. The Joint Operations Policy Statement (JOPS) instituted a total 90-minute highway incident clearance goal. The two agencies are working together to measure response and clearance times. In the weeks since the policy was signed (February 13 to March 31), WSDOT Incident Response Teams (IRT) have responded to 88 incidents on I-5. Most incident clearance times were under the 90-minute goal.

Examples of incidents that did not meet the new 90-minute JOPS goal:

- On February 18, a truck hit the guardrail near Castle Rock causing a blocking incident. This was followed by a secondary accident as another truck hit a WSP unit on site. An IRT was called at 6:30 am and cleared the accident by 10:00 am. WSDOT, WSP, Castle Rock Fire Department, and a private tow company responded. The long clearance time was caused in part by the secondary accident, the number of vehicles involved, and the WSP investigation.
- On February 24, an accident south of Blaine between a tractor-trailer and a car occurred. An IRT was contacted at 8:06 am and left the site at 12:58 pm. The incident took over four hours to clear. WSDOT, WSP and a private tow company responded.
- On March 19, an accident occurred just north of Everett. An IRT was called at 12:10 pm, arrived at 12:20 pm and left the site at 3:50 pm. A semi truck lost a container, blocked traffic, and caused property damage. WSDOT, WSP and Everett City Police, Everett Fire Department, and a private tow company responded.

# Analysis of Congestion Benchmark Policy Goals included in the Transportation Efficiency Bill (ESHB 2304)

The Transportation Commission's Benchmark Committee has analyzed two measures that were originally proposed by the Governor's Blue Ribbon Commission on Transportation (BRCT) and reflected as policy goals in the recently enacted Transportation Efficiency Bill (Engrossed Substitute House Bill [*ESHB*] 2304). The commission is asked to establish detailed and measurable performance benchmarks based on these policy goals.

**Policy Goal: "Traffic congestion on urban state highways shall be significantly reduced and be no worse than the national mean."**

A mathematical computation of congestion performed by Professor Hartgen at the University of North Carolina strongly influenced the BRCT's views.

A BRCT committee report stated, based on Professor Hartgen's work, that the percentage of urban interstate congestion in Washington State was between 60% and 80% (i.e., 60% to 80% of interstate highways operated with volume to capacity ratio in excess of 70%). Data then became available from Professor Hartgen for 1999 showing 46.39% of urban interstate highways are congested in Washington State, in relation to a national mean of 40.15%. This ranked Washington as the 37th least congested state (14th worst congested state). More recently Professor Hartgen has released even newer data for 2000. According to this most recent information only 18.25% of Washington's urban freeways are congested, compared to a national mean of 40.13%. Washington, according to Professor Hartgen, now ranks as the 14th least congested state (37th worst congested state).

This dramatic fluctuation in Washington's ranking over a one year period under Professor Hartgen's analysis suggests that the methodology and measurement approach may be flawed. WSDOT does not believe that congestion has dropped this drastically. Accordingly, Professor Hartgen's numbers should not be relied upon at this time as a reliable congestion benchmark or as a basis of comparison to other states.

**Policy Goal: "Delay per driver shall be significantly reduced to not worse than the national mean."**

This measure was apparently based on Texas Transportation Institute's (TTI) *Urban Mobility Report*. BRCT benchmark #7 references the TTI study that provided a congestion ranking of 68 major urban areas by annual hours of delay per driver. The BRCT report using the TTI data shows that the Seattle-Everett area experienced 70 hours of average delay per driver annually, compared to the national average of about 40 hours for 1997.

TTI ceased reporting delay per driver in 1999 and there is no longer a data source that computes delay per driver. Now TTI has switched from delay per *driver* to delay per *person*. According to 2001 TTI *Urban Mobility Report*:

- Spokane has 10 hours of annual person hours of delay, which equals the national average of 10 annual person hours of delay for small urban areas in the measurement sample.
- Tacoma has 27 hours of annual person hours of delay, compared to the national average of 26 hours for medium urban areas.
- Portland-Vancouver has 34 hours of annual person hours of delay, compared to the national average of 34 hours for large urban areas.
- Seattle-Everett has 53 hours of annual person-hours of delay, compared to the national average of 34 for large urban areas.

This measure represents an inadequate measure of congestion as it does not take account of measurement of incident related (non-recurring) congestion. Incident related congestion contributes significantly to daily delays and a meaningful measurement needs to be able to assess both recurring and non-recurring congestion. A recent publication from TTI's Mobility Monitoring Program acknowledges this shortcoming. "Incident management activities and other operational improvements have a beneficial effect that is not captured in the Urban Mobility Study procedures. Most of the Mobility Monitoring Program cities have an incident management program as part of the corridor operations." (Tim Lomax and Richard Margiotta, *Monitoring Urban Roadways in 2000: Using Archived Operations Data for Reliability and Mobility Measurement*, Texas Transportation Institute, page 18).

**Measuring Congestion: WSDOT's Work to Date**
WSDOT has made significant progress in recent months in developing a congestion measurement and benchmarking approach that will avoid some of the pitfalls illustrated in the analysis above and meets the intent of the Efficiency Bill. As described in the "Measuring Congestion" section of this quarterly report (page 4), the Washington State Transportation Commission's Benchmark Committee agreed to develop a measure that is based on real time measurements rather than modeling and will allow discriminating between recurrent and non-recurrent congestion independently.

## *Notes to the* Gray Notebook

### Worker Safety

*Continued from page 1*

**Reading the Charts**
"*Recordable injuries and illnesses*" is a standard measure that includes all work related deaths and work related illnesses and injuries, which result in loss of consciousness, restriction of work or motion, transfer to another job, or require medical treatment beyond first aid.

One worker equals 2,000 hours per year.

The U.S. Bureau of Labor Statistics provides the selected 2000 national average benchmarks. After consultation with the National Bureau of Labor Statistics, the following benchmarks were adjusted from previous quarters to allow for a more comparable standard to WSDOT's specific worker classifications.

- Maintenance: *Highway and Street Construction*, Standard Industry Classification (SIC) 161 (rate 8.2).
- Engineering: *Engineering and Architect Services*, SIC 871 (rate 1.7).
- Ferry Vessel workers: *Water Transportation* SIC 44 (rate 7.0).

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*www.wsdot.wa.gov/accountability*